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Kansas.

Economy and efficiency report of Sen. J.D. Joseph...

[Topeka]

[1916?]

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Economy and Efficiency Report

of

SENATOR J. D. JOSEPH

SENATE MEMBER OF
EFFICIENCY AND ECONOMY
COMMISSION

This report is published by me because Senator Lambertson, the chairman of the Committee, for some reason, did not want my report published in connection with the principal part of his report.

See Preface.

J. D. JOSEPH.

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PREFACE

Pursuant to legislative act, I met with Senator Lambertson, appointed by the Governor and Representative Burton, chosen by the House, about a year or more ago as an Efficiency and Economy Commission and, considering the magnitude of the work before us, we apportioned the work, giving Senator Lambertson the penal and charitable institutions, Representative Burton, the financial side of the state schools and certain state offices, and myself the educational side of the state schools and certain state offices—more particularly the offices of the bank commissioner, state treasurer, and state auditor. I worked on the theory we would agree on some points common to all our work, such as the budget, and report our special investigations separately, as we had done the work separately. Senator Lambertson, it seems, investigated in a way all the state schools and most, if not all, the state offices. His recommendations of a general character included about all his report except ten pages. I claimed the right to print, as supplemental, my report of my special investigations in the back of the general report, to which general report I contributed only a few—I believe four—recommendations, viz., the budget, the central store, uniform accounting, and appointments for fitness. Senator Lambertson informed me the morning of the 15th of December that he and Mr. Burton had decided that my report if printed at all in connection with his, must be printed with about ten pages of a later supplemental report which he expected to make, but not as either a minority or supplemental report in the back or any other part of what he called the general report; which so-called general report was his except the four items mentioned. I did not think best to print my report with his later report, although I have the greatest respect for Senator Lambertson and Representative Burton, and their motives. I certainly did not ask to include an argument or print a word in favor of his recommen-

dations as has been stated. I did not agree with Senator Lambertson except in a few instances, and if I had asked to add any comment on his report, which I did not, it would not have been in the nature of an endorsement.

It does not materially change the complexion of the Senator's report that Representative Burton permitted him to attach his name to it along with that of the Senator, because the Senator wrote the most of it before Mr. Burton came to town and the balance after he went home. Then the report is substantially the same the Senator could as well have made if he had never visited the state institutions or offices or consulted with Mr. Burton, myself, or anyone else.

J. D. JOSEPH,

Senator member of the Efficiency and Economy Commission.

REPORT

of

SENATOR J. D. JOSEPH,

Senate Member of the Commission to Investigate the State's Business Methods.

His special recommendations.

His reason therefor.

Also a review of the work of the Commission assigned to him individually.

WORK APPORTIONED.

Under Chapter 289, Laws 1915, I was elected by the senate a member of a Committee to make investigation of the business methods of the state.

The committee consists of Senator W. P. Lambertson, appointed by the Governor; Representative E. L. Burton, chosen by the House; and myself, chosen by the Senate.

The Committee at its first meeting apportioned the work, giving me the executive branches of the state government and the educational side of the state educational institutions. In what follows I shall give a brief review of my individual investigations and will also make recommendations relating to my investigations that I have concluded will reduce the expenses and also add to the efficiency of the public service.

MEMORANDUM.

In taking up the question of efficiency and economy in the administration of state affairs in detail, it might be well to note that government in all its branches is very largely a reflection of public sentiment. If that sentiment runs by fits and starts, without any well defined principles as a foundation, it is reflected in a government that is unscientific, and for that reason, expensive and inefficient. There seems to have been promulgated in Kansas a sort of antagonistic sentiment of one against another. The farmer has been led to believe that practically all other industries are the common enemy of agriculture; the laboring man, that the prime purpose of his employer is to enslave him; the merchant that the public at large seeks and hopes to bankrupt him, and on down the line, each industry eyeing the other with a severely critical and jealous eye.

A condition of sentiment of this kind creates an unhealthy public sentiment and is reflected in an unscientific government that operates in a great measure to retard the material, intellectual and moral prosperity of the state.

The great fact is, that each industry is interwoven with every other industry, and the threads of intellect and morality are also interwoven with them, so that to break a single thread of any is to injure all.

Sampson pulled down the temple to destroy the Philestines, but he pulled it upon his own body also. When one industry, interest, or ambition, through legislation, supervision, or otherwise, harasses and hampers the progress and development of others, it injures the whole fabric of Kansas' progress, and taxes outrun the ability to pay.

Co-operation is a great subject, and I will submit to

the reader whether the ultimate conclusion in its highest form does not mean the co-operation of the customer with the merchant, the laborer with the employer, the banker with the farmer, the mechanic, the merchant, the public utility man and all with each other—each seeking to excel in his particular line, and taking a common pride with the men of other callings who succeed in theirs; thus stimulating the harmonious working of the whole human mechanism of the state.

It appears at this time that many of the industries of the state, as a result of this antagonism, are merely eeking out an existence.

Any industry that has few owners and many customers becomes a field for the demagogue to cultivate and place on the political market political buncomb, and to keep alive and burning with a prosperity-consuming flame the fires of industrial and business prejudice and suspicion.

I frequently hear it said that the land owner—meaning farmers especially—are monopolizing the productive resources of the state and making living almost impossible among the poorer classes. On the other hand, that the farmers are fleeced by every other industry. This universal sentiment creates a government that is injurious in form and in personnel.

Men who have had no practical experience managing even the smallest of industries, are frequently appointed to positions where they are empowered to harass industries involving many millions of dollars and the welfare of thousands of laboring men and women. We, at one time, had a law that provided that the bank commissioner be not a banker. Such practices are equivalent to having a blacksmith attend your sick child and a physician to shoe your horse.

The demagogue goes about the state preaching a doctrine that appeals to the natural prejudice above mentioned. He becomes popular because of the poison he spreads. He becomes a necessity in the fences of the

party; is appointed to positions for which he is fitted neither by experience or education, and then proceeds to fan the flames of industrial prejudice where he thinks the flames will spread to his advantage, and so, the progress of the state, in too many cases, is being neglected or hindered.

In most cases an industry that gets into financial trouble will, if left to its own resources, and encouraged, pull out and take its place in the line of the state's forward march, but if harassed by law suits, receiverships, newspaper interviews, newspaper articles, and other political agitation, the purpose of which is to make political capital instead of giving expert supervision, it is apt to be driven to ruin. This means, as above reasoned, not only the ruin of that particular industry but the injury of all the state's industries, and therefore a check to the prosperity of the state.

What our industrial, educational and religious institutions need is HELP, not HINDRANCE, *encouragement*, not *persecution*. A sentiment cultivated for each to regard the other as a part of the same body—this commonwealth—that the help of any, means the help of all, and the injury of any means the injury of all.

Our resources are as yet undeveloped. Our state, compared with its possibilities, is in its swaddling clothes in government, finance, education, agriculture, manufacture, commerce, law, engineerng, curative and preventative agencies, and in practically everything else.

Our undeveloped resources are infinite; the possibilities of our citizens are beyond comprehension, and it will be my purpose in this report to build rather than to tear down, to lay foundations for others to build upon, and, insofar as I am able, to contribute to that co-operation which will result in the material, educational and moral progress of the state.

Recommendations Relating to the Special Investigation Made by Me.

I recommend:

(1) The removal of the school for the blind from Kansas City, Kansas, to the site of the school for the deaf at Olathe, Kansas, the removal of the Rosedale Hospital and medical school from Rosedale to the present site in Kansas City, Kansas, of the school for the blind, and the abandonment of the Rosedale properties to the original donators or the use of the same for other hospital purposes.

(2) That the course of study of grade and high schools be changed with a view of making the scholars more proficient in Arithmetic, Accounting, Simple Business Forms and Methods, Written English, and giving them some knowledge of the fundamentals of a number of the Natural Sciences.

(3) That sufficient lands be purchased at all state institutions to supply their prospective needs for buildings and outdoor games for all the pupils—the weak as well as the strong—for fifty or one hundred years.

(4) That The Kansas University be supplied with adequate buildings and other accommodations befitting a great institution in a great state.

(5) That the bills for the Annual Dinner at the Kansas University in 1915, for which money was paid into the public treasury by the pupils themselves, the original purpose of which was to pay these bills, be paid; and the students not robbed that political advertising be given either to the legislators or the state officers and that an appropriation be made for that purpose.

(6) That adequate buildings be built and necessary

land be purchased at the Agricultural College and that the School of Agriculture be liberally supported and the School of Industrial Journalism continued.

(7) A central store with an expert purchasing agent.
See Appendix, Bill No. 1.

(8) A uniform system of accounting in the state institutions and in the executive branches of the state government under the supervision of the state accountant.
See Appendix, Bill No. 2.

(9) Appointments for fitness only with the right to order action brought for removal for incompetency lodged in some responsible tribunal.
See Appendix, Bill No. 3.

(10) A budget system that will be sufficiently flexible not to deprive the legislature of its legislative function, yet will furnish a scientific method of arriving at the state's needs and make it the duty of the Governor to submit a statement of the same.
See Appendix, Resolution No. 1.

(11) That changes be made in the laws regulating the state Treasurer's and Auditor's offices, that will eliminate the senseless red tape legal requirements and substitute therefor simple, efficient methods that will reduce the work of the offices to less than one-half what it is now; and also, such acts will make their books show the facts as they are and in balance with each other with proper corrections of errors when discovered.
See Appendix, Bills No. 4, 5, 6, 7, 8.

(12) That the Treasurer's office be better protected.

(13) That in all the executive branches of the state government, a system of periodical daily reports of work done by employees to their chiefs be made for certain periods of time, two or three times a year, similar to method used in Santa Fe offices.

(14) That solicitors and mendicants be not allowed in the State House.

(15) That the Constitutional provision regulating taxes be amended so that a system of taxation can be had that is equitable and will produce enough revenue without so great burden on the debtor class and the man of limited means.
See Appendix, Resolution No. 2.

(16) That stenographers date each day's work and preserve note books until one year old. I would also recommend that all offices, where practical, keep index books of all letters written and received in connection with the card index. Otherwise a letter or card could be misplaced, lost, or stolen and no written evidence could be had that it ever existed.

(17) That the legislature give very serious consideration to the recommendations of the Department of Labor relative to a state employment bureau.

(18) *Oil Inspection.*

That a more up to date system be installed for testing kerosene and gasoline. The present legal requirements were made before the automobile or traction engine was a factor, and is inadequate to meet present demands. Not only that, but thrifty jobbers, it seems, are doing some mixing. I would therefore, recommend that the test for gasoline be a gravity test of 58 Beaume in the summer months and 60 Beaume in the winter months and a distillation test showing the initial boiling point and inpoint to be as may be prescribed by the state oil inspector. At least one field deputy should be provided to look after filling stations, and jobbers to protect against mixing after the product leaves the refineries. A penalty provision should be included in the act to protect against mixing or selling the product below the legal test.

While more deputies are needed owing to the very great increase in production and refineries, yet it is not necessary to have a deputy for each refinery, as the

deputies can be so distributed that one can often look after a number of refineries.

It should also be remembered in connection with better supervision that a police regulation tax should be placed on oil productions to cover all expenses of supervision, and we should not hesitate to make the tax high enough to pay salaries that will insure competent men to do the work.

(19) *Board of Administration.*

That the Board of Administration be given a contingent revolving fund large enough to enable them to discount bills. The office of this board is one of the best organized in the state house. The members are congenial, work well together, and are as much interested in the welfare of the educational institutions as it is possible for a board to be. Heads of departments at state schools uniformly speak well of the board and its individual members and uniformly expressed a fear of any one man rule over them or their business affairs. This board is non-political—represents both parties in harmony with the fact the schools are made up and supported by all parties.

It certainly would be a backward step to substitute this board with a puppet king political appointee.

(20) That the Censor for moving pictures Appeal Board be discontinued and the Censor Board appointed by the State Board of Education. The Governor and Attorney General have no time to censor pictures.

(21) *Board of Control.*

That the Board of Control continue to be composed of three members and non-political—not more than two member of one political party. There are many different classes of people in the charitable institutions, coming

from all parts of the state and all parties. The institutions are supported by all parties, and it occurs to me it would be a very dangerous policy to place over all one political appointee.

The work is divided. Each has all he can do looking after the thousands of patients and the business affairs of the institutions. It might be well to mention that member H. C. Bowman since he came on the board has saved the state more in collecting a class of bills not collected before than the entire expense of the board.

(22) *Public Utilities Commission.*

That the Public Utilities Commission be provided with sufficient expert help to enable them to keep up with their work. Although the Commission is composed of three members, who divide the work where practicable and act separately; yet, work as hard as they may, they are unable to decide cases often for months after a hearing. A commission to be of value must be given proper jurisdiction and be properly supported, otherwise it cannot do justice to itself, the utilities or the public. I would recommend that fees for privileges granted and services performed by the Commission be charged on such practical basis as to make the Commission self supporting, thus eliminating the element of expense.

It seems almost unnecessary to state that it is bad policy to change the personnel of such a Commission by placing on it new and untried members. When the members of a commission of this character have once become familiar with their work they should not be replaced by new men except for the best of cause. This board is made non-political on the theory the financial interests of all parties are equally interested. Are we ready in the light of our past history to supplant it with a single political appointee? If he happened to be a bad man he could become a millionaire in a single season with little risk of exposure.

(23) *A Central Bank.*

That a central bank be established. A state central bank combining the features of a Federal reserve bank and a Federal land loan bank to act as central agent for all state banks and sole depository and fiscal agent for the state, one-third the profits to go to the state. This would bring several times more income to the state than the 3% received now on deposits and reduce the expenses of handling the state's business in a number of offices.

I understand bills have been introduced in a number of state legislatures for a somewhat similar bank.

REVIEW OF RECOMMENDATIONS.

Some of the recommendations above made are complete in themselves and self-explanatory, while others are not. I shall confine my review of recommendations to such as I think cannot be intelligently considered by the reader without some further statements.

INVESTIGATION OF STATE SCHOOLS LIMITED TO THE KANSAS UNIVERSITY AND AGRICULTURAL COLLEGE.

Relative to the state schools I took the University as the basis of my work. I visited the Agriculture College but did not go as thoroughly into its needs as the University. The other state schools I did not visit as I could not afford to give the necessary time to make a survey of each that would be thorough.

The Kansas University and Higher Education.

Higher education, while it does not reach all, is, nevertheless, very essential to the well being of all. The university of a state does and should emphasize the professional courses. Otherwise, unskilled and often dishonest men will continue to treat the sick, teach our schools, administer the law, and build our bridges and buildings.

The medical profession being the highest and most vital to the welfare of the people, of all, I class first. Next comes the teaching profession, then the legal and the engineering profession.

I shall speak of the profession of medicine in relation to Rosedale Hospital.

The legal profession in the state is far below the standard we would have it to be. The greatest enemies of the University and the ones most responsible for poisoning the minds of the people against it are the incompetent and often immoral doctors and the so-called snide and snitch lawyers who, I am sorry to say, wield an almost unbelievable influence over legislation. These so-called professional persons are very much opposed to having the people taxed to send clean capable men out that will crowd them out of business, just as the saloon men do not want prohibition and the things that interfere with their calling.

It is the higher professional education that gives the real progress. In medicine we have practically mastered smallpox, typhoid fever, diptheria, and many other diseases which even a generation ago would have been thought beyond anything short of the Divine power. The value to the public of these discoveries in art and

science cannot be measured in dollars and cents. They are invaluable. On the financial side, it may be noted, that Cholorhea serum alone has saved the farmers of Kansas more than all their taxes used for state purposes. In a few years we expect to master cancer, epilepsy, tuberculosis, and many other reapers through the research of our higher institutions and other sources. We want men in every community that will save life, not destroy life. Likewise we hope to replace the snitch with men who use the law to secure justice instead of using it to defeat justice.

We need better teachers too, and we are making efforts through the school of education at the University to get a much higher type of high school teacher than the average we now have.

The people of Kansas want this progress and will cheerfully provide for it when the evil influences I have mentioned once lose their force.

REMOVAL OF ROSEDALE MEDICAL SCHOOL AND HOSPITAL, AND ALSO THE REMOVAL OF THE SCHOOL FOR THE BLIND.

My first work was to make a survey of the Rosedale Medical School and Hospital. I took with me Dr. J. Black of Kansas City, Missouri, one of the most eminent physicians and surgeons in the West. I also secured the services of Dr. J. T. Axtel of Newton, Kansas, probably the most capable surgeon and successful hospital man in the state. As a result of this investigation, I have decided that it will not be economy, certainly not efficiency, to leave the school and hospital at Rosedale.

The school is located in a desolate place, being on a steep incline leading from the high lands to the bottoms of the Kansas river about one mile from the Union Depot.

Students there are practically isolated from social and athletic advantages and too far from other hospitals to use them to advantage or to get much benefit from the practice of skilled medical men of Kansas City, Missouri, or Kansas City, Kansas.

It will be very hard to induce legislatures to appropriate sufficient funds to build up a school and hospital at Rosedale to meet the demands of the state. The two old buildings at Rosedale were so poorly planned and badly constructed as to be of little value for the purpose for which they were intended. The only loss would be in the unit of a new building constructed in 1915 at a cost of $25,000.00. These old buildings could be used by the consent of the donors for other hospital purposes.

The advantages of Kansas City, Kansas, over Rosedale are briefly as follows:

(1) Beautiful and roomy grounds in Kansas City, Kansas.

Desolate and almost inaccessible at Rosedale.

(2) Near resident portion of Kansas City, Kansas, giving pupils social advantages so much needed at that age and also room for outdoor exercise and athletics.

(3) Close proximity to St. Margaret's hospital—a large hospital of several hundred beds—enabling the students to get better clinical advantages.

(4) More accessible for the practice of skilled surgeons and physicians from Kansas City, Missouri, and Kansas City, Kansas, thus giving the pupils greater facilities to come in touch in actual practice more with great doctors.

(5) Willingness of legislators to make better appropriations where they could feel the money would count for more and the institution would appeal more to the young being educated for the profession.

(6) More accessible from railroad depots and points in the two Kansas Cities, insuring better patronage.

I wish to also state that Dr. Colwill of the American Medical Association, Chicago, has written me in substance, endorsing my position in every particular.

While the science of medicine has advanced by bounds the last ten years, I regret to say I am creditably advised that it is probable that a large per cent of the rural and village doctors of Kansas kill as many people as they cure. Unskilled practioners of every character are found in the rural communities, villages, and to some extent, the cities of the state. Nothing is more important than the public health. It is paramount to either our educational or financial interests and there is no way to meet existing conditions better than to begin right and build up a medical school and hospital that will apply the science in a modern way to the needs of our people—, that will supply the demand for skilled clean surgeons and physicians and eliminate the poor.

It may be argued that there is no more reason for a clinical school of medicine than a school of dentistry. This is not true, because dentistry is chiefly an art and bad work can be easily detected, while medicine and surgery require profound technical knowledge and bad work cannot be easily detected by the layman. Then the public loss by reason of bad practice in medicine and surgery is so great that no value can be placed on it.

STATE BOARD OF EDUCATION.

This board is made up of the most competent men possible, and I dislike very much to criticise any part of their work. But it appears that the results from the present course of study made for high schools is not producing the best results and is not quite as satisfactory as we would like it to be.

In order to determine whether, what seemed to be an impression, the graduates of high schools were deficient

in those studies most fundamental in their character, especially written English, including penmanship and spelling, and arithmetic, I made some tests.

Among other tests I selected promiscuously ten high school graduates each from a different high school and gave them the following examination in arithmetic:

PRACTICAL ARITHMETIC.

(1) If 5¾ lbs. of butter cost $1.47½, how much butter will $2.00 buy?

(2) How many acres of land in the tract of land described on the blackboard? You may refer to your text for rules and tables.

(3) Why is the area of a circle equal to one-half the product of the circumference by the radius? Exfully.

(4) If the tensile strength of wire varies directly with the area of a cross-section and it requires a weight of 1,600 lbs. to break a wire one-sixteenth of an inch in diameter, other things being equal, what weight will it take to break a wire one-eighth of an inch in diameter?

(5) How many gallons of water will a round tank ten feet in diameter and two feet high hold, estimating 231 cu. in. in a gallon.

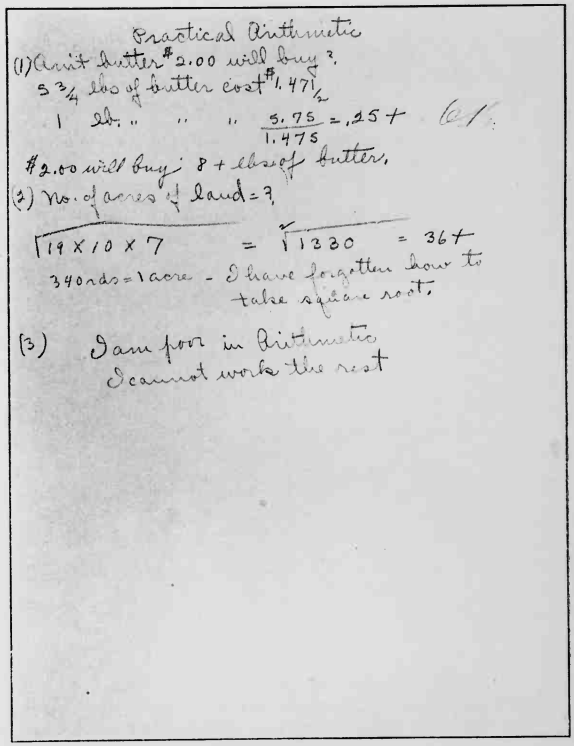
(6) $125.00. Whitewater, Kas.,
June 21st, 1912.

For value received on or before one year after date, I promise to pay James Randolph, One Hundred and Twenty-five Dollars with interest at 6 per cent until due and 8 per cent after due.

Jacob Sweney.

Endorsed January 1st, 1913, $75.00.

What would be due on the above note October 10th, 1916?


Practical Arithmetic
(1) Amt butter #2.00 will buy?
5 3/4 lbs of butter cost #1.47 1/2
1 lb. " " " 5.75 / 1.475 = 1.25 +
#2.00 will buy 8 + lbs of butter.
(2) No. of acres of land = 7.
√ 19 x 10 x 7 = √ 11330 = 36 +
340 rds = 1 acre - I have forgotten how to take square root.
(3) I am poor in Arithmetic
I cannot work the rest

CUT NO. 1. Arithmetic Examination Paper—an average of ten high school graduates, each from a different high school.

Two failed on all the problems.

Six failed on all except the first.

One made 60 per cent, allowing for correct method where computation was at fault.

One made 75 per cent, allowing for correct method where computation was at fault.

Only two seemed to know how many square rods in an acre, and only one solved with any degree of accuracy the last simple problem in interest.

One worked hard on the last problem and got for an answer $17.96.

I give following Cut No. 1, an average of the papers graded 15 per cent.

The grades, making reasonable allowance for failure where method was correct, or even approximately correct, were as follows:

Nothing.
Nothing.
5%
15%
15%
15%
20%
20%
60%
75%

I also made some tests to ascertain whether this deficiency is corrected in the study of higher mathematics and found that so far as my tests indicated it is not.

I gave the following letter to the same students to rewrite as directed and also to omit superfluous or incorrect words.

"Correct the following letter, giving particular attention to the spelling, capitalization, punctuation and verbs. make notes also as to errors in form and composition of the letter. Your manuscript will be taken as evidence of your ability to write English including your penmanship.

The Hon. Arthur Capper, governor
Capital Bilding

Kansas City, Mo.

Dear Sir:

My friend John smith desires to be appointed State live Stock commissioner and requests me to write to you about it. John seen in the papers that the poseshun was vacant. John is a First class man in every rispect, his appointment will give prestage to the Offis and also to the Democratic party.

I recommend him to you without Reserve I would be glad to get a miner posetion myself.

I would like a place in the federal Reserve bank at kansas city, missuri.

It might be you could take time to wright the president Woodrow Wilson about the matter.

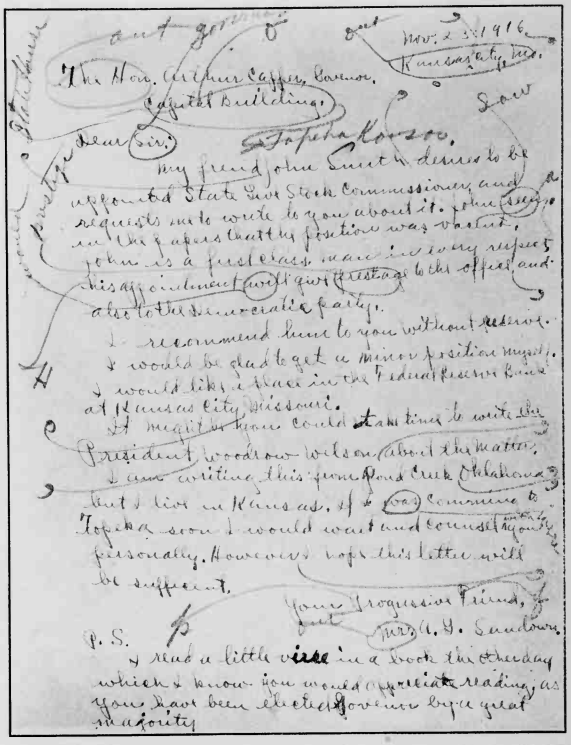
I am writing this from pond crick oklehomy but I live in kansas. If I was coming to Topeka soon I would wate and council with you personaly However i hope this letter will suffise.

Your Progressive Frend,

Mr. A. G. Sandown.

P. S.

I red a little virse in a book the other day which I know you would appreshate reading as you have been illected guvener by a great magority. If I was you I would run the next time for presidint.



CUT NO. 2. This is an Examination Paper of one of ten high school graduates. Graded 50 per cent.

Lives of grate men all remind us we can make our lifes sublim and departing leave behind us footprincs on the sands of time.

P. S. again

I will also send you a receipt for making chocalite candie—no I will send the receipt for fug as I forgot the other for your childrun

2 cups of sugar
1 cup of milk
2 squares of chocolite
1½ Table spoonfuls of butter
a punch of salt
1 Tea spoonful of vanilly
Boil suger milk and chocalite togethur until forms a soft past
Let cule and ad butter and vanilly
beat untill in a thick creme then turn into pans,

Very Truly yours

Mr Andrew g sandown

J. P.

While the result was not as good as I would like, it was fair. The grades made were:

40%
50%
85%
85%
90%
90%
90%
95%
95%
95%
98%

Here you will find a cut, No. 2, of the letter graded 50% with such corrections as I made by rapidly running over it.

I also made some tests to ascertain whether the written English is improved through college life and found that it is.

The penmanship, generally speaking, was not good.

Apart from the utility side of an education, I would suggest the child should be made familiar with nature about it, so that each day of its after life will be, in a measure, a review of its school instruction. I believe it should be able to see the plants and know how they grow (Botany), the rocks and know how they were formed and their history (Geology), and see substances and know something of what they are composed (Chemistry). Look at the stars and see suns and worlds moving in accordance with God's great laws, (Astronomy). And so with the world all about it. In this connection, we must consider that the larger per cent of our children never even enter the high school and only a very small per cent graduate from college. Is it to continue to be our educational policy to give the children who do not reach the colleges or even those who do not reach the high schools not even a little "peep in" at the beauties and wonders of the great natural sciences?

I would suggest that in the seventh and eighth grades something else be set aside or boiled down to half and a text on General Sciences, giving briefly some of the fundamentals of the great sciences, be substituted. What our educational system needs is a good boiling down to fundamentals and drills—training as well as teaching—reviews, reviews, reviews, and drills, drills, drills—a few great principles hammered into the mind so they never can be forgotten, and less attention to details except where the student specializes for a profession. Dead languages, except as to deriveatives, and dead history, except as to cause and effect, are of about as much importance to the

present generation as the space the world has passed through and to which it will never return. I have hurriedly sketched the following as a

SUGGESTED HIGH SCHOOL COURSE, RURAL OR VILLAGE.

Three Teachers—Six classes each.

First Year.

English—Construction of sentences, diagraming and analysis. Written and oral work. Emphasis to be given letter writing, capitalization, punctuation, and spelling.

Arithmetic.
Including Home and Farm Accounting. Mental arithmetic to precede the practical in each division of the subject in same text.

Sewing (for girls).

Agriculture (for boys).

Bookkeeping.
Including much calculation in interest and compound numbers. Penmanship to be given special attention.

Second Year.

English—Two days a week (written and oral).
Two days classics.
One day text book work.

Arithmetic—Advanced.
Also numerous problems that serve as review for compound numbers, interest, and mensuration.

History—Outlines European History.

Cooking (for girls).

Business Usages and Forms (for boys).
Including form and use of checks, drafts, bills of lading, leases, deeds, mortgages, bills of sale, contracts and wills.

Third Year.

English—
Two days a week, composition (written and oral).
Two days a week, classics.
One day a week, text book work.
This year in English emphasis to be given root words, prefixes, suffixes, synonyms, antonyms, and use of the words in many sentences.
Drill, Drill, Drill.

Algebra—First half year.

Geometry, Plane—Last half year.

Philosophy.

Natural Sciences—
Elements of Astronomy, Elements of Geology, Elements of Chemistry } In one text with 75 to 125 pages for each science.

Fourth Year.

English—Same as third year with much emphasis this year placed on public speaking.

United States History.

Natural Sciences—
Elements of Botany, Elements of Zoology } One text, first half year.
Elements of Physiology, Elements of Hygiene } One text, last half year.

Civics (first half year).

Political Economy (last half year).

A manual training course or a normal course in little village or rural high schools is largely a waste of time and money. It is infinitely better to have fewer and better manual training schools—not over one in any county—where carpentry, blacksmithing, plastering, plumbing, painting, paper hanging, stone and brick masonry can be taught and possibly one—not necessarily a different one—where normal training may be taught. As to normal training, I doubt the advisability of teaching it other than in the state institutions. A teacher should have had the benefit of the highest order of training. This cannot be had in the numerous little schools now making a pretense of having a course in normal training.

I would care less about the college career if I could feel the grades and high schools did their part so well, that a student could drop out almost any time after the seventh grade and not be materially handicapped for lack of practical knowledge or general information of nature about him.

I would suggest that typewriting and stenography be added to the elective studies the first year in college. Education is as much an art as a science. It involves training as well as teaching.

I therefore earnestly plead that the State Board of Education take the above under serious consideration.

THE PURCHASE NOW OF LANDS AT STATE INSTITUTIONS THAT WILL BE NEEDED IN THE FUTURE.

It seems almost criminal negligence to look back over the thirty years just past and think of what a short-sighted policy has governed our men in authority having charge of the state institutions. Not only have buildings been built without thought of the future but lands adjoining that will be needed for buildings, athletics, and sports have been sold instead of buying all needed for

generations to come at the prices which now seem so very low. The results as shown by statistics seem to indicate that our boys and girls attending institutions of learning lose much physically, due to lack of a sufficient amount of outdoor exercise.

Entirely too many college girl graduates never marry and too large a percent of those who do never bear children. It seems the indoor hard study life deflects them too much from a normal mind and body development. No doubt much injury in some form likewise comes to college bred boys. A good sound mind, generally speaking, cannot exist in an unsound body. If these children are to develop strong, normal bodies, without which they better never see a college, they must be led to take and enjoy much outdoor exercise. This can be done only through exhilarating sports—football, baseball, tennis, volley ball, swimming, etc., etc. Sports that will give animation and youthful joy along with the exercise are indispensible. Manly sports, particularly game contests do their full part to make real red blooded men and women out of the youth. I would like to see land enough at each institution so practically the whole school on good days, especially in winter months when there are so few good days, could go out on the fields and engage in games at the same time.

As it now is—for example at the Kansas University—girls go to the tennis courts and wait for hours for a chance to play; only a few boys (there are over eighteen hundred in all) can play baseball at the same time. The swimming pool for both girls and boys (three thousand) is twenty-five by fifty feet.

This is all penny wise and pound foolish. It will cost but a farthing each to give these institutions all the land they need for future buildings and future play grounds. Why, you would not tolerate for your little local high school the meager play room advantages given the three thousand pupils at the Kansas University—five acres in all. In a few years the land any where near these in-

REDUCTION RATIO 20:1

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PM-MGP
METRIC GENERAL PURPOSE TARGET
PHOTOGRAPHIC

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100 mm

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A4

A3

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PRECISION℠ RESOLUTION TARGETS

A&P International
2715 Upper Afton Road, St. Paul, MN 55119-4760
612/738-9029 FAX 612/738-1496

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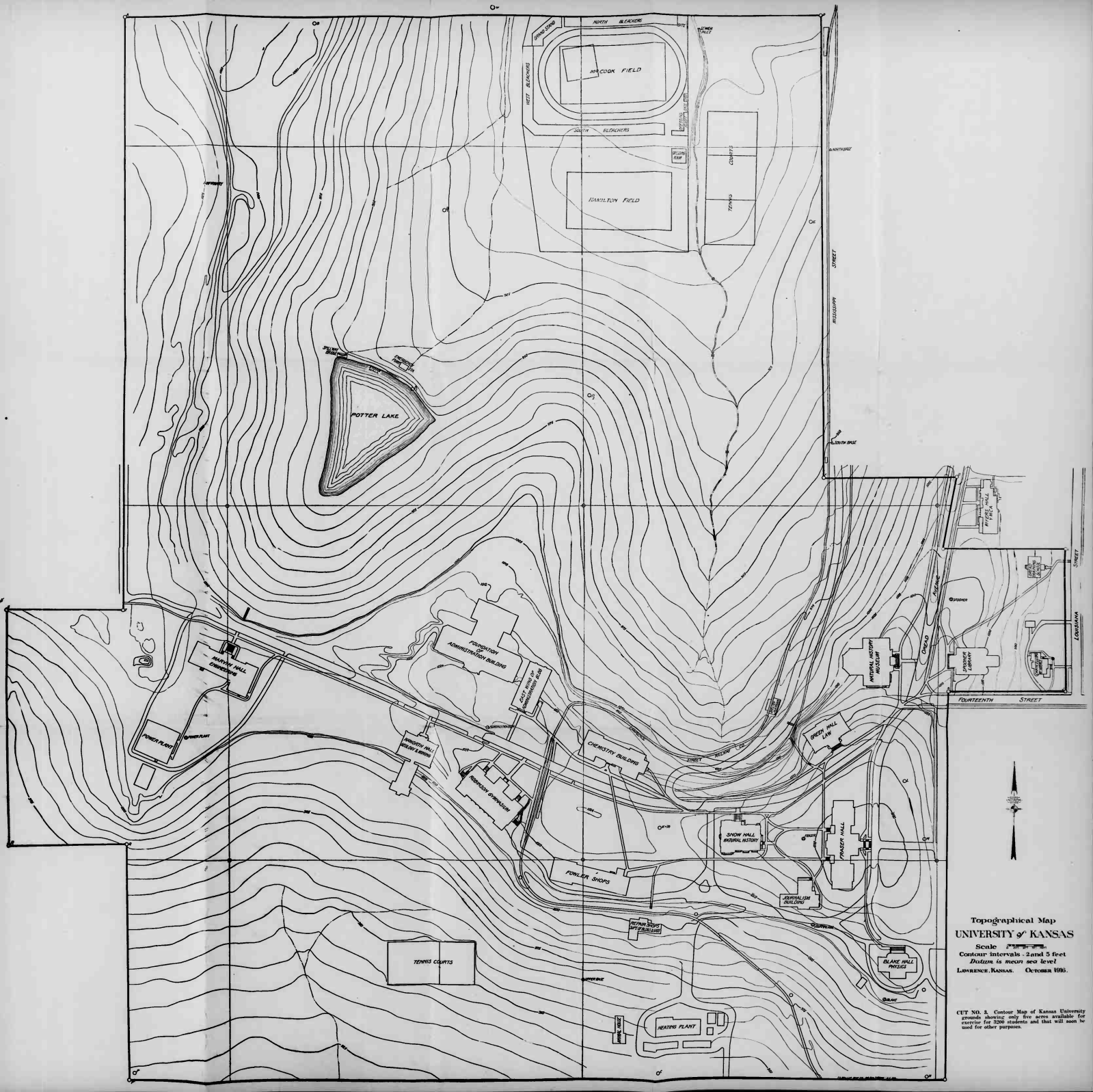

Topographical Map

UNIVERSITY of KANSAS

Scale

Contour intervals - 2 and 5 feet

Datum is mean sea level

LAWRENCE, KANSAS. OCTOBER 1916.

CUT NO. 3. Contour Map of Kansas University grounds showing only five acres available for exercise for 3200 students and that will soon be used for other purposes.

REDUCTION RATIO 10:1

PM-MGP
METRIC GENERAL PURPOSE TARGET
PHOTOGRAPHIC

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100 mm

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2.5

2.8

3.2

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4.0

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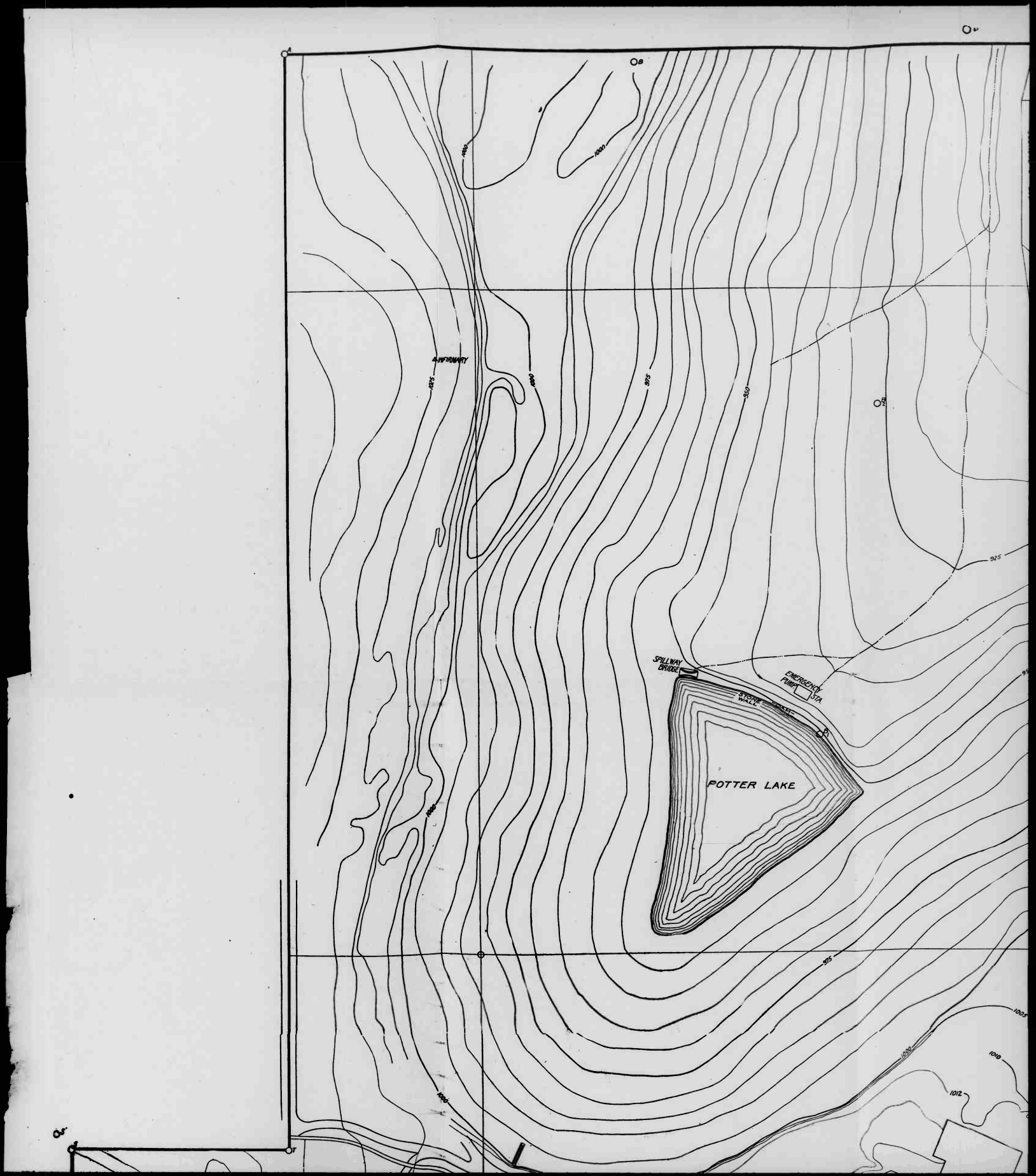
PRECISION℠ RESOLUTION TARGETS

A&P International
2715 Upper Afton Road, St. Paul, MN 55119-4760
612/738-9329 FAX 612/738-1496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EMERGENCY PUMP STA
STONE WALL
POTTER LAKE
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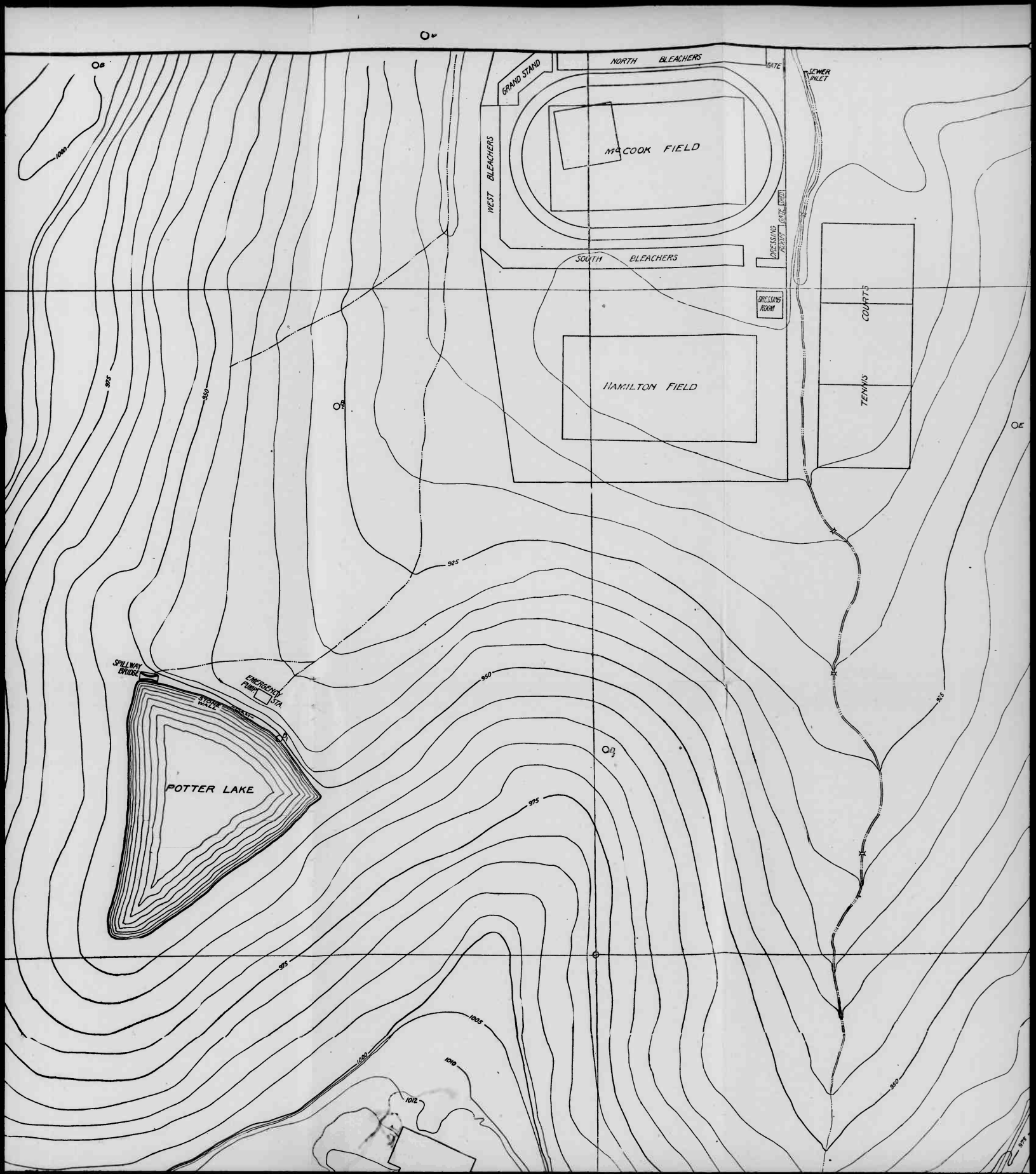
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NORTH BLEACHERS
GATE
SEWER INLET
WEST BLEACHERS
McCOOK FIELD
DRESSING ROOMS
GATE
SOUTH BLEACHERS
DRESSING ROOM
COURTS
TENNIS
HAMILTON FIELD
SPILL WAY BRIDGE
EMERGENCY PUMP STA
STONE WALL
POTTER LAKE
1000
975
950
925
900
875
1005
1010
1012

NORTH BLEACHERS

GATE

SEWER INLET

McCOOK FIELD

DRESSING ROOM

GATE (OPEN)

SOUTH BLEACHERS

DRESSING ROOM

TENNIS COURTS

HAMILTON FIELD

NORTH BASE

STREET

MISSISSIPPI

SOUTH BASE

MYERS HALL Y.M.C.A.

AVENUE

SPOONER

STREET

960

975

980

985

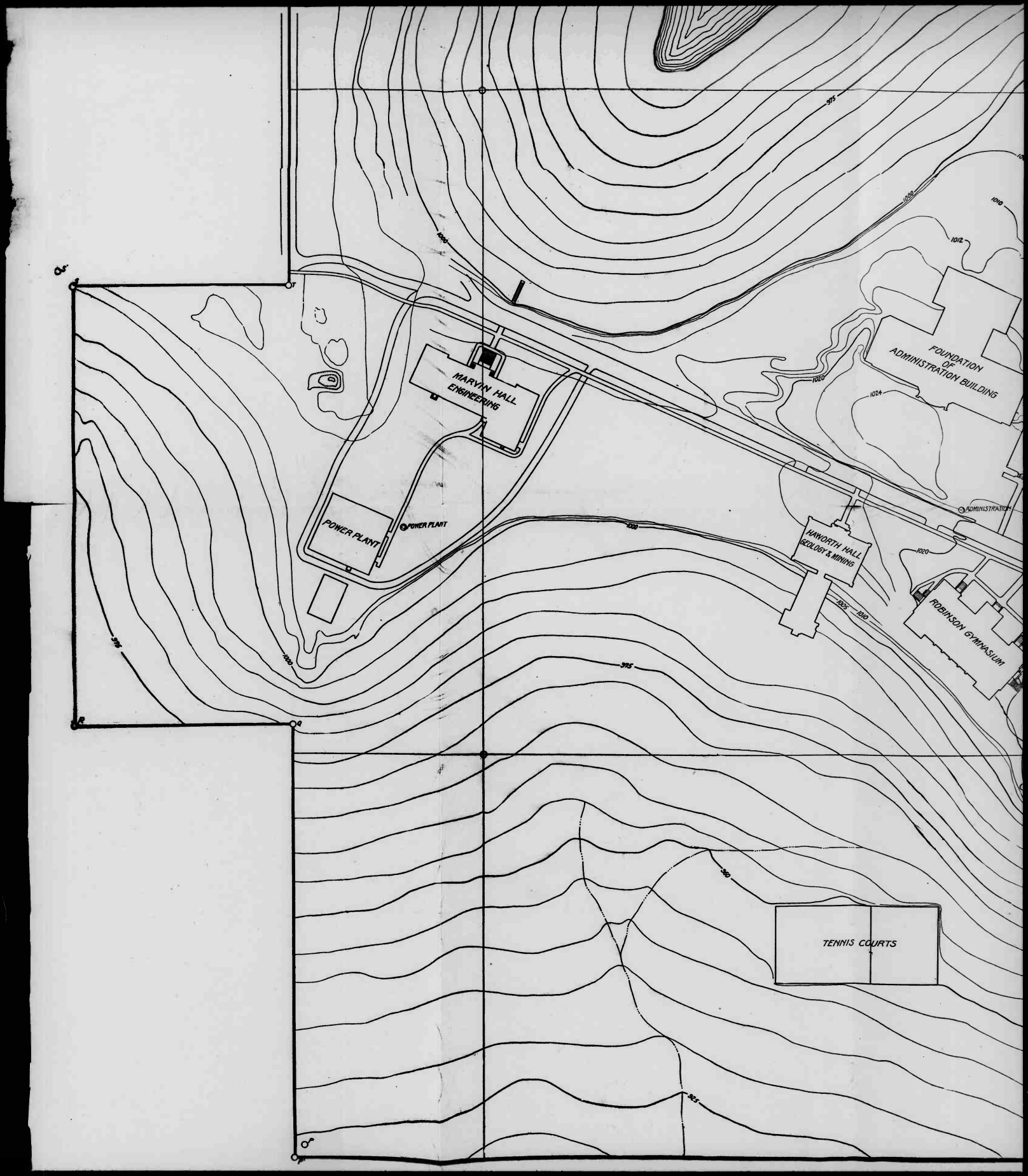
990

995

1000

1005

1010


MARVIN HALL
ENGINEERING
POWER PLANT
POWER PLANT
FOUNDATION
OF
ADMINISTRATION BUILDING
ADMINISTRATION
HAWORTH HALL
GEOLOGY & MINING
ROBINSON GYMNASIUM
TENNIS COURTS
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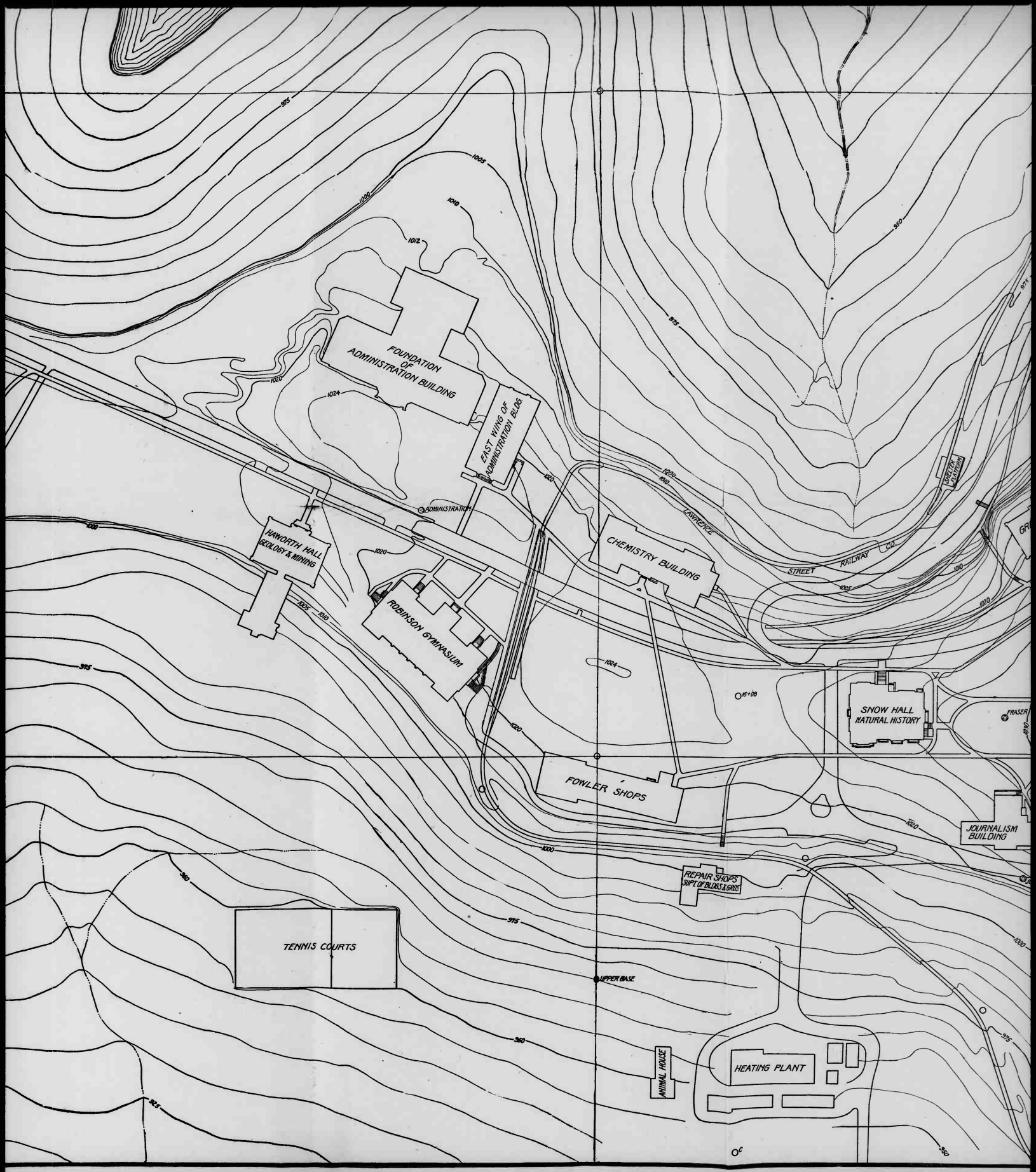
FOUNDATION OF ADMINISTRATION BUILDING
EAST WING OF ADMINISTRATION BLDG.
ADMINISTRATION
HAWORTH HALL GEOLOGY & MINING
ROBINSON GYMNASIUM
CHEMISTRY BUILDING
LAWRENCE STREET RAILWAY CO.
SNOW HALL NATURAL HISTORY
FRASER
FOWLER SHOPS
JOURNALISM BUILDING
REPAIR SHOPS SUPT. OF BLDGS & GRDS.
TENNIS COURTS
UPPER BASE
ANIMAL HOUSE
HEATING PLANT
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1024
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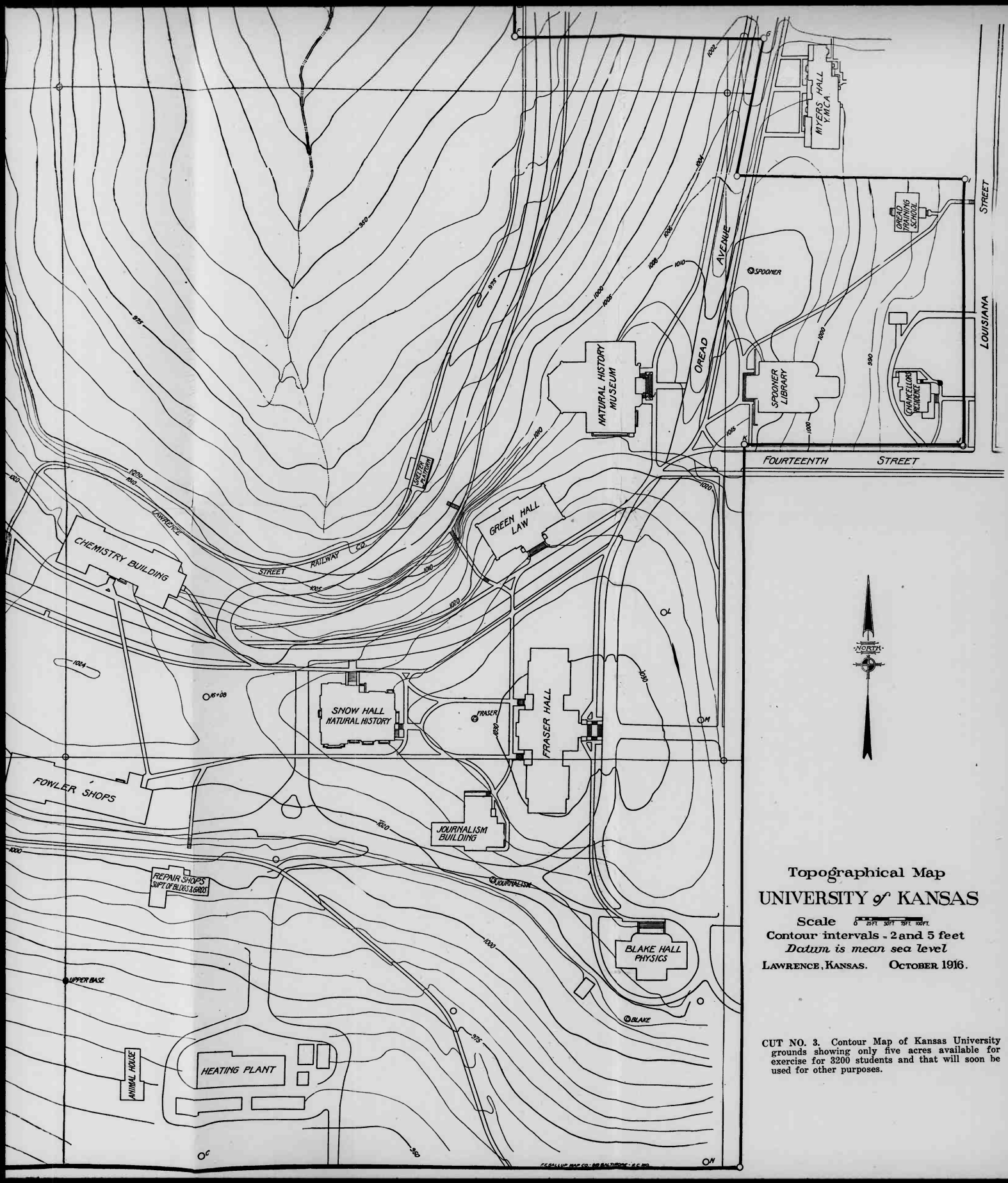


Topographical Map

UNIVERSITY of KANSAS

Scale 0 25 Ft. 50 Ft. 75 Ft. 100 Ft.

Contour intervals - 2 and 5 feet

Datum is mean sea level

LAWRENCE, KANSAS. OCTOBER 1916.

CUT NO. 3. Contour Map of Kansas University grounds showing only five acres available for exercise for 3200 students and that will soon be used for other purposes.

stitutions will be so valuable that it never can be purchased. I favor buying it now even if it is necessary to bond the state to do it.

I have seen a million pupils in New York City turned out of school with no place to play but in the traffic crowded streets. How they yearn for more air and more space. A bunch of rags sewed together for a ball is a treasure to them.

Are we to follow in the steps of New York? You say the poor here pay the bulk of taxes. That is true, but why is it true? It is because you have a tax system that makes it that way. It is the people's power and privilege to make the wealth and luxuries pay the principal part of the taxes and thereby to provide properly for the education and health of the children without burdening the man of moderate means.

(See Appendix, Resolution No. 2.)

Do you want a condition in Kansas like exists in the city of New York and let your children go unprovided for at the state institutions and their health ruined in the end?

(See Contour map, cut No. 3, of K. U. grounds.)

The contour lines on the map show clearly that the amount of land is limited that can be used for athletic fields without much grading and large expense, and even at that, the land that is available for future use lies on the south of the University grounds and is wholly inadequate for the future. Note that the present athletic fields lie at the front of the future University. The architectural and lanscape plans front the University toward the north. It will be impossible, therefore, to leave the athletic fields permanently where they are. That part of the campus must be left open for approaches to the University and for buildings.

Again, the land south of the University, which is the only land in any way available for future athletic purposes, would not only be very difficult to use, but also

largely must be reserved for University purposes other than athletics.

Probably those who think that we have plenty of land at the University do not appreciate the fact that the most of the land of the University lies on a slope and that very little of it is level land.

Please keep in mind that experience and investigation have thoroughly shown that the most of student exercise is much better taken in the open air than in a building. If we ever intend to buy it, it will be economy to buy it now.

THE NEED OF MORE BUILDINGS AT THE KANSAS UNIVERSITY.

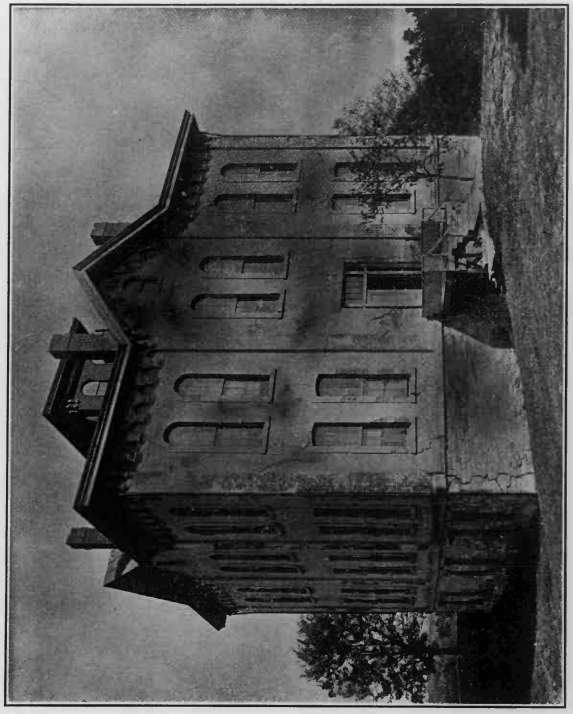
Please note cuts No. 4 and No. 5, of Fine Arts Building. Note the large cracks two inches over from the roof to the ground. This is one of the buildings we are obliged to keep filled with students for lack of room elsewhere.

The average farmer would not keep a valuable horse in such a building for fear it would fall down.

Note also the Cut, No. 6 of the ladies toilet room and contrast it with the Cuts, No. 7 and No. 8 of the toilet room at the Union Depot at Wichita, Kansas. One dingy, without ventilation, the other luxurious marble with all modern conveniences. The public pays for the one 'tis true, but the public also pays for the other.

Note cut No. 9 of the little dingy ill-furnished office of the Chancellor of your University. You give your county superintendent a good office. You give the principal of your high school a good office. But you confine the Chancellor of your University in the place the cut shows.

Note the hallway, Cut No. 10. The old pine board floors in this and other halls are about worn through and



CUT NO. 4. Showing cracks two inches over from roof to foundation of Fine Arts building at Kansas University, Lawrence, Kansas.

INTENTIONAL SECOND EXPOSURE

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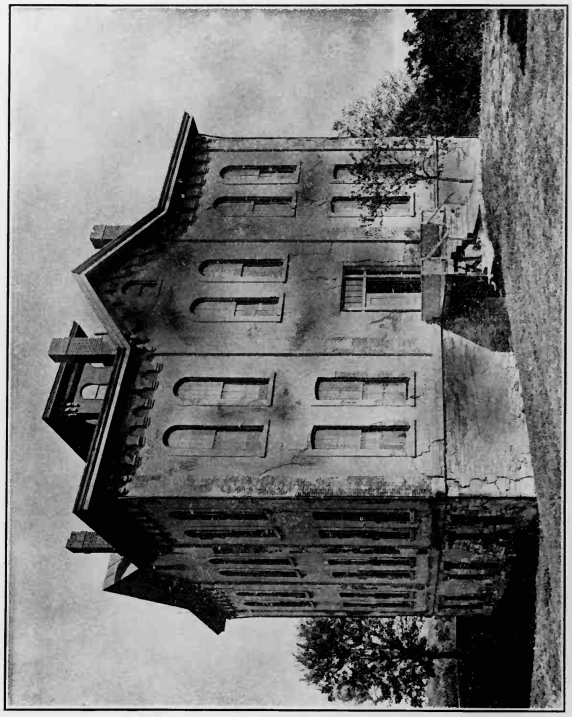

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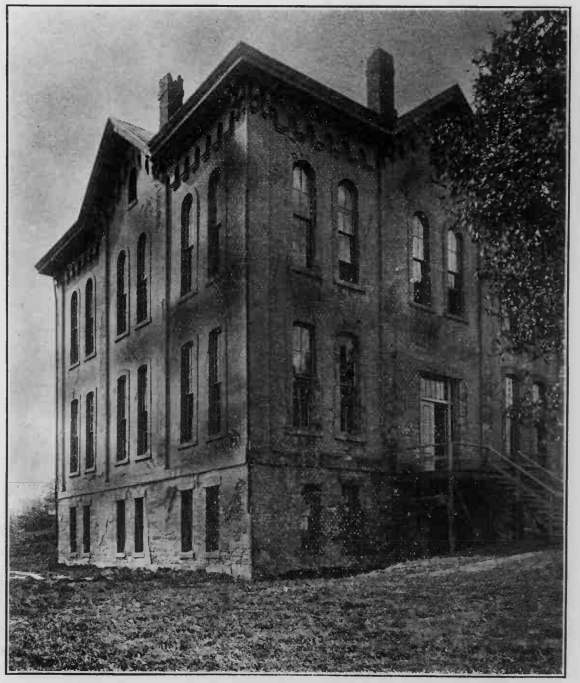


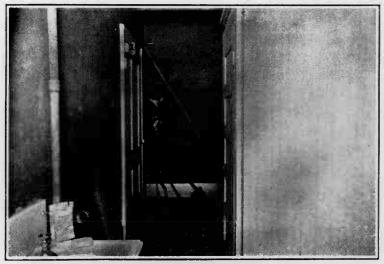
CUT NO. 5. The old crumbling Fine Arts building at the Kansas University, where students must go because of no room elsewhere.

INTENTIONAL SECOND EXPOSURE

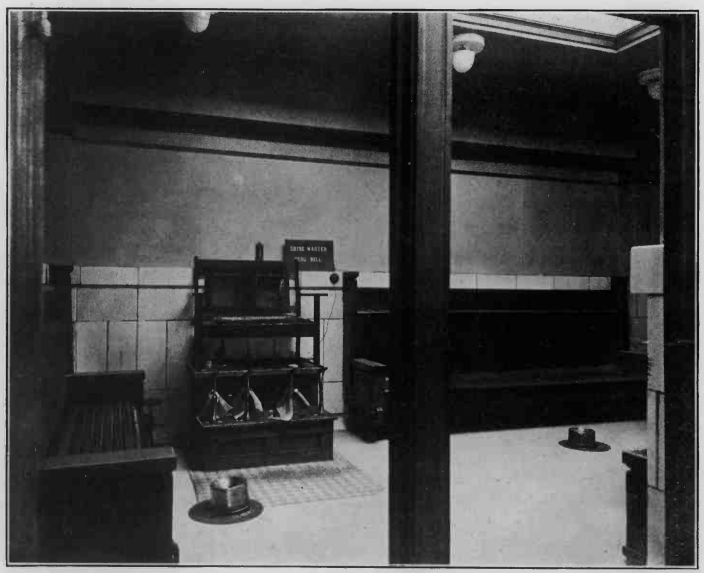
CUT NO. 5. The old crumbling Fine Arts building at the Kansas University, where students must go because of no room elsewhere.

CUT NO. 6. Ladies' toilet room, Fine Arts Building, Kansas University, Lawrence, Kansas.

INTENTIONAL SECOND EXPOSURE

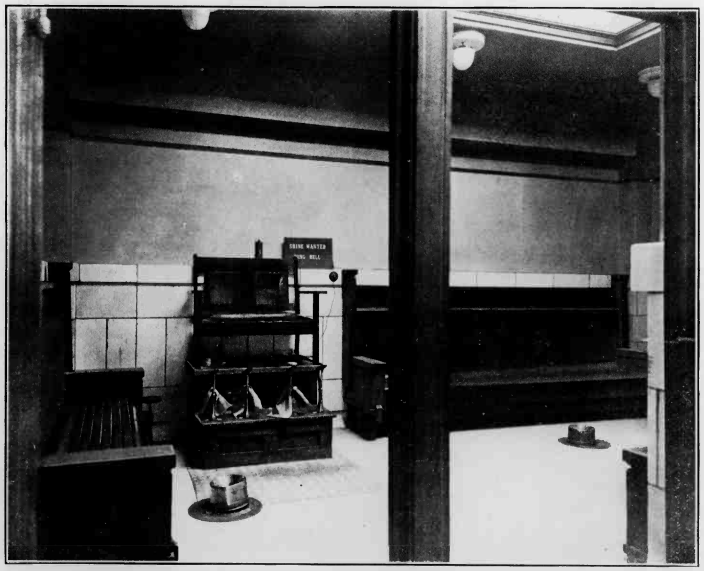


CUT NO. 6. Ladies' toilet room, Fine Arts Building, Kansas University, Lawrence, Kansas.



CUT NO. 7. Smoking room and rest room to toilet, Union Depot, Wichita, Kansas.

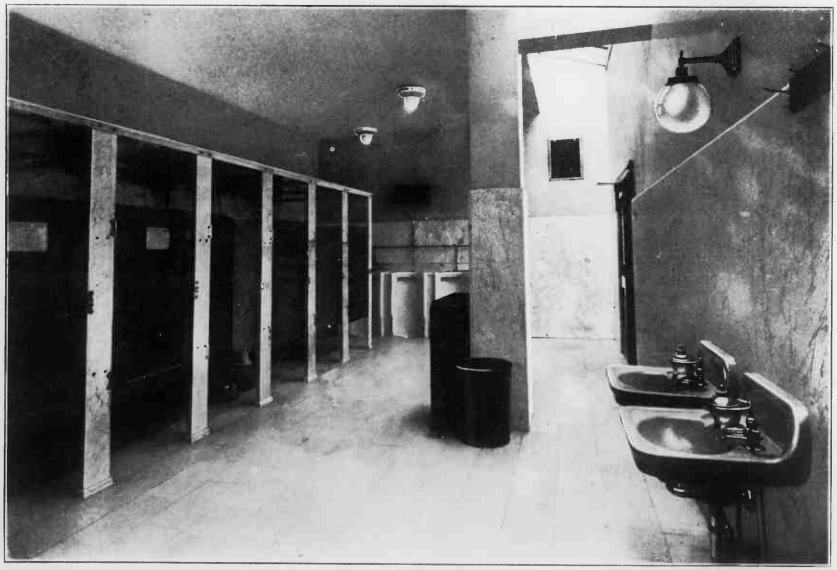
INTENTIONAL SECOND EXPOSURE



CUT NO. 7. Smoking room and rest room to toilet, Union Depot, Wichita, Kansas.

CUT NO. 8. Toilet, Union Depot, Wichita, Kansas.

INTENTIONAL SECOND EXPOSURE

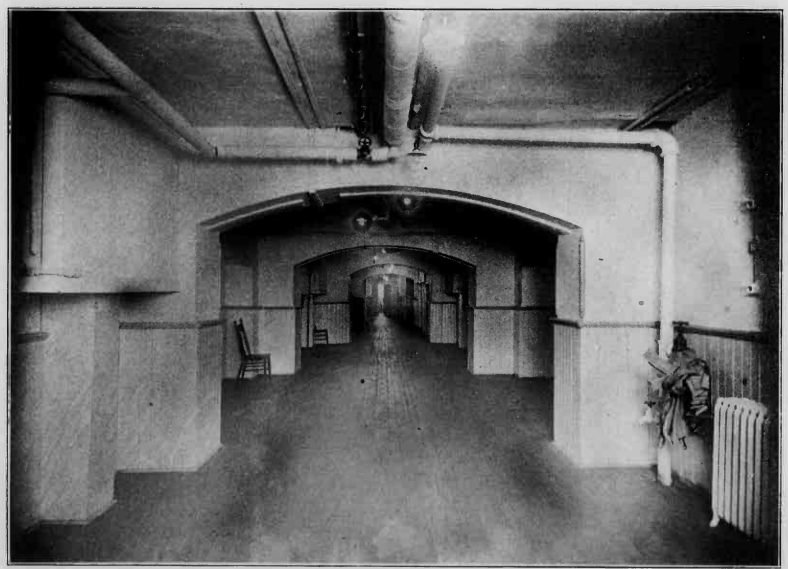


CUT NO. 8. Toilet, Union Depot, Wichita, Kansas.

CUT NO. 9. Chancellor's Office, Kansas University, Lawrence, Kansas.

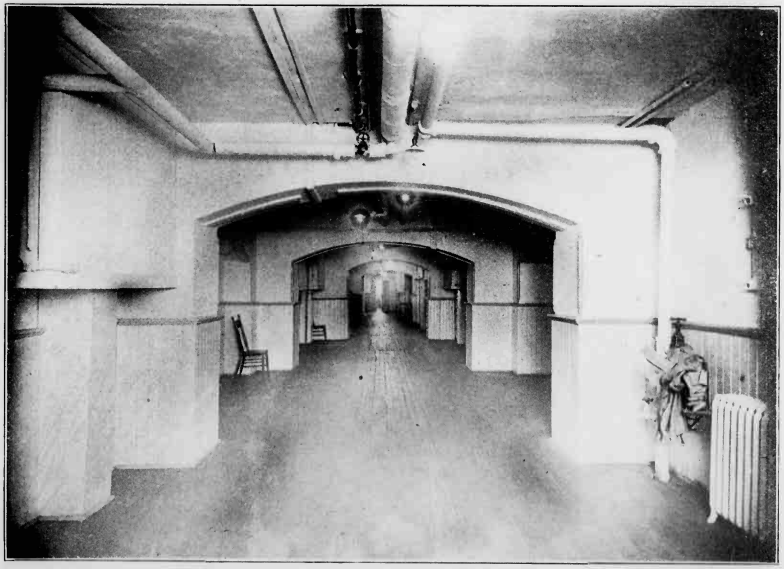
INTENTIONAL SECOND EXPOSURE

CUT NO. 9. Chancellor's Office, Kansas University, Lawrence, Kansas.



CUT NO. 10. Sample hallway at Kansas University, where old floors give up and down as students walk over them.

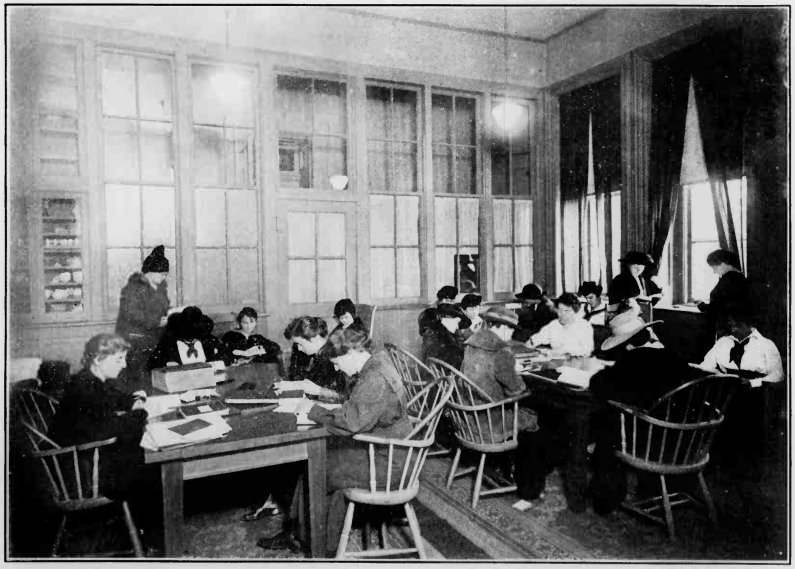
INTENTIONAL SECOND EXPOSURE



CUT NO. 10. Sample hallway at Kansas University, where old floors give up and down as students walk over them.

CUT NO. 11. Little rest room at Kansas University. The University has four such little rooms for 3200 students to study or rest in. Note, the boys allow the girls what little there is.

INTENTIONAL SECOND EXPOSURE



CUT NO. 11. Little rest room at Kansas University. The University has four such little rooms for 3200 students to study or rest in. Note, the boys allow the girls what little there is.

give up and down as one walks over them. I found class rooms in attics. In one there are eleven different kinds of chairs used—the odds and ends of everywhere. The table is almost as good as a pine box. It stands on legs but has no drawer and never saw paint or varnish although it looks like it had lived its alloted "three scores and ten."

Note Cut No. 11, showing crowded condition of rest rooms. The total dimensions of the rest and study rooms for over 3,200 students are:

Fraser—41′ x 24′ 6″—12′ ceiling.

Chemistry—13′ 6″ x 17′ 3″—12′ ceiling.

Snow—10′ x 16′—14′ ceiling.

Library—20′ x 20′ 10″—10′ ceiling.

FLOOR SPACE KANSAS UNIVERSITY.

The following list shows the total floor space of the schools named, used for any and all purposes. The second column shows the number of students enrolled, and the third column the number of square feet floor space per student.

	Floor Space	Students	Average per Student
Univ. of Michigan	1,243,585	6258	199 Sq. Ft.
Univ. of Minnesota	1,884,650	8972	210 Sq. Ft.
Univ. of Wisconsin	1,637,198	6765	240 Sq. Ft.
Purdue University	585,400	2399	244 Sq. Ft.
Ohio University	1,134,770	4943	229 Sq. Ft.
Iowa State University	834,000	4000	208 Sq. Ft.
University of Iowa	787,899	2900	262 Sq. Ft.
Univ. of Kansas	391,309	2812	139 Sq. Ft.
Univ. of Illinois	1,435,323	5511	260 Sq. Ft.

Cuts X and Y show the use of the lecture rooms in Fraser Hall and the Administration Building—the only two buildings whose rooms are intended for general recitation purposes. The buildings for physics, chemistry,

biology, geology, engineering, journalism, and law are used mainly for the special departments to which they have been assigned and for which they have been equipped, but are used to some extent for general class room purposes.

It is impossible to show on a chart the large number of individual conferences held between teachers and students. These must be held when the rooms are not in use for recitation purposes and should be checked against the rooms shown by the chart as not being used at various hours of the day.

From the charts it will be seen that the percentage of use of rooms in the Administration Building for seven hours a day and five days a week is 71.2. In Fraser Hall the percentage of use of rooms, leaving out of account rooms very difficult of access on the fourth and fifth floors, is 78.3, including the rooms on the fourth and fifth floors, the percentage of use is 70; the rooms on the fourth and fifth floors of Fraser Hall should not be used at all for general recitation purposes. Against this non-use should be checked individual conferences with students and the conflicts inevitable from the elective system. It is impossible to give the students choice as to studies and fix the choice as to hours altogether. So students must be greatly limited in choice of studies, the best that can be done with class rooms available.

I hope the reader will note that the hour from 4:30 to 5:30 is kept as free as possible for the many meetings both of the faculty and of students that must be held in an institution of the size of the University of Kansas. These meetings in their way are as important as anything else in our University life. They include faculty and departmental meetings, special departmental lectures, general lectures for the whole University, meetings of the University Senate, meetings of the educational clubs of the University such as the Methematics Club, the Entomology Club, etc., and committee meetings of the University as a whole and of the separate schools and colleges,

FRASER

FALL SEMESTER 1916-17

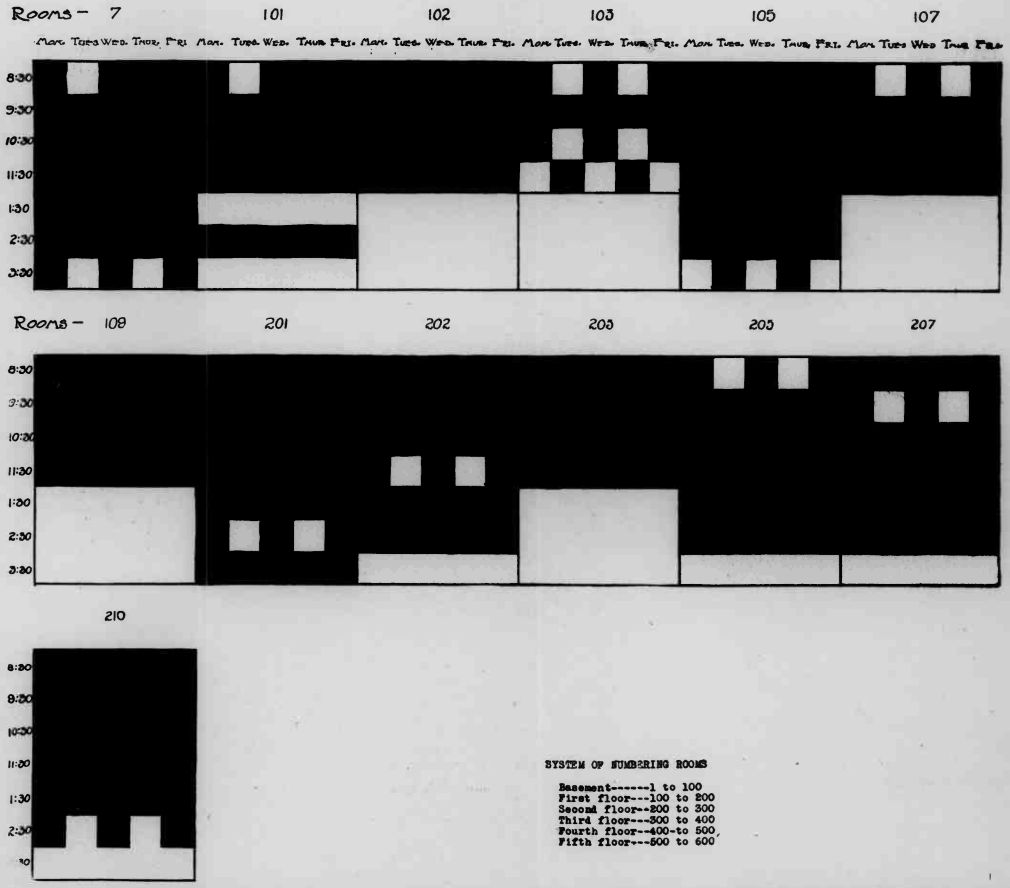
SYSTEM OF NUMBERING ROOMS

Basement------1 to 100
First floor---100 to 200
Second floor--200 to 300
Third floor---300 to 400
Fourth Floor--400 to 500
Fifth floor---500 to 600

CUT X. Use rooms Frazer hall.

ADMINISTRATION

FALL SEMESTER 1916-17

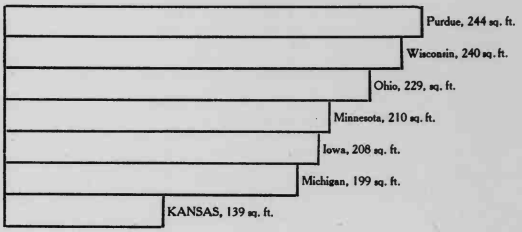


SYSTEM OF NUMBERING ROOMS

Basement------1 to 100
First floor---100 to 200
Second floor--200 to 300
Third floor---300 to 400
Fourth floor--400-to 500
Fifth floor---500 to 600

CUT Y. Use rooms Administration Building.

and student meetings not directly connected with the instructional work of the institution. These organizations number between ninety and one hundred.



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Kansas State University	391,309	2812	139 sq. ft.

Figure and table showing comparative floor space per student of seven large universities.

The board of administrators took steps, the very first thing, to economize space at the Kansas University to the limit without too much sacrifice of efficiency. They have had four years' experience working to this end, all the time with the most skilled and experienced educators, and yet the space is so limited the condition exists as above stated.

ADMINISTRATION BUILDING, KANSAS STATE UNIVERSITY.

Cut No. 12 shows the wing of the Administration Building and the foundation for the main building laid in 1912 and 1913, where it has remained since while the condition of the school has been as I have described.

It is not economy to crowd the students around in crumbling death traps, cellars, and attics, as they are now, discourage the teachers, and break the very spirit of the institution by neglect and undeserved criticism.

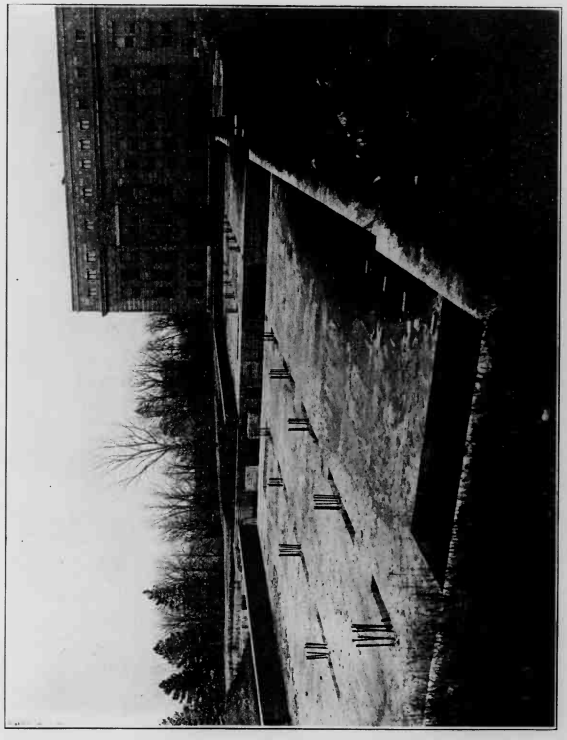
I cannot help but make a plea for the completion of the Administration Building for the Kansas University.

It is true there are to be corridors and the pillars are partly designed to give the building an imposing as well as a beautiful appearance. The main building of an institution is more than a series of class rooms. It is, in a measure, a monument to the institution. Who would tear away the pillars and fill with offices the corridors of our State Capitol building? It stands for more than office room. It stands for the State of Kansas.

It is all right to "beat swords into plow shares" but who would tear down the Statute of Liberty and mould it into skillets and pots or blow up Bunker Hill Monument and use the debris to pave the streets?

When a boy or girl sees our State House they see more than office room. They, too, see more than copper in the Statue of Liberty and more than granite in Bunker Hill Monument.

And so we would have it, that when they go to Emporia, Lawrence, Manhattan, or Pittsburg and see the main or Administration Building of the educational institution there, they will see more than class rooms, fittings, stairways and basements. They will see a monument to learn-



CUT NO. 12. Administration Building, begun in 1912 and left stand at Kansas University, Lawrence, Kan.

INTENTIONAL SECOND EXPOSURE

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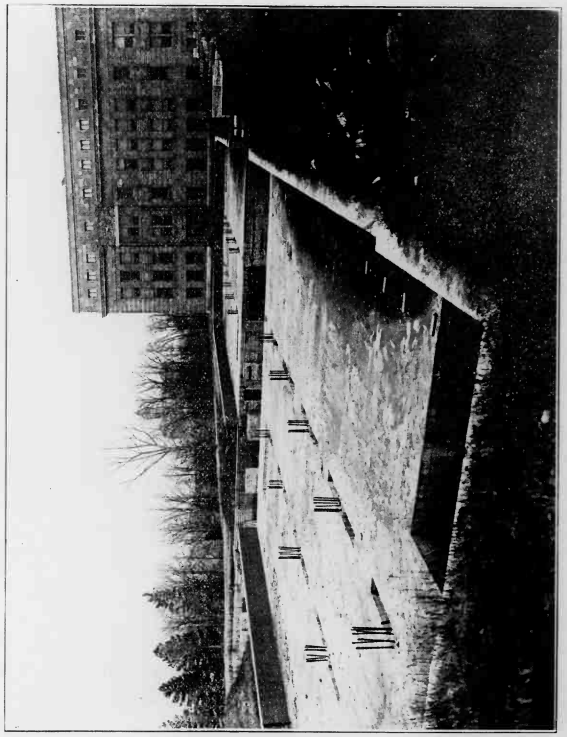

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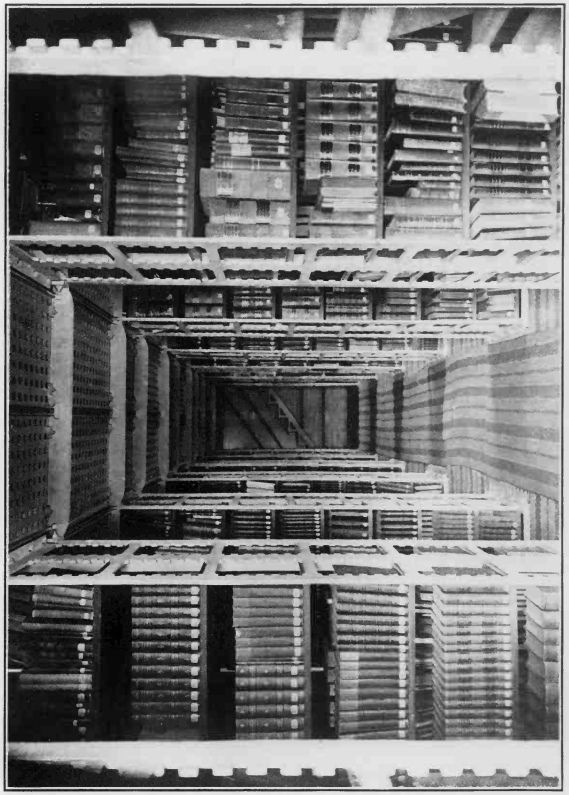
CUT NO. 13. Library at Kansas University. The floor is giving under great weight.

INTENTIONAL SECOND EXPOSURE



CUT NO. 13. Library at Kansas University. The floor is giving under great weight.

ing, to the great institution it stands for and the self-sacrificing professors who are giving their lives for our children. It gives the youth an inspiration, a sense of pride and obligation that makes him a better student and in the end a better citizen.

It may cost some of us ten cents more but a cigar costs five and ten cents. I must say I am willing to give the extra dime and have the Administration building at the University completed as designed by the Architect.

APPROPRIATIONS FOR THE UNIVERSITY.

For example we hear stated on the stump and elsewhere that the appropriation for the University has doubled in the past ten years and said in a way to convey the impression that more extravagance has been used. The number of students has doubled in the past ten years, values of all kinds have almost doubled making it impossible to get high grade professors at the old salaries—other states outbid us and take them away, and yet the appropriation per student is only three per cent more than it was ten years ago—substantially the same.

We often hear a remark the substance of which is that our children in the higher institutions are snobs. One-half the boys are working their way through the University, struggling to reach an eminence in some profession where good men and women are so sorely needed. The same is true at the other state schools. Are we to help or discourage them? They are not snobs. Our college-bred boys and girls are the most democratic of any class of young people we have. They are our greatest hope for the future.

Upon them we must chiefly depend for the public health, good government, democratic and humanitarian ideals and much more that is vital to the prosperity and happiness of all the people.

The Board of Administration has carefully gone over the situation and I recommend that their report as to the needs of the University govern the action of the Legislature in making appropriations.

Needs of Agricultural College.

THE LAND NEEDED AT THE AGRICULTURAL COLLEGE.

A need equally pressing with the building is that of more land for the Departments of Animal Husbandry, Dairy Husbandry, and Poultry Husbandry.

There is a total of 124 acres owned by the College now devoted to the use of the Animal Husbandry Department and 50 acres to the Dairy Husbandry Department. On the 124 acres the Animal Husbandry Department is expected to maintain in a reasonably practical way three breeds of beef cattle, three breeds of hogs, three breeds of horses, and five breeds of sheep, all of which require room and exercise in order that they may be kept in the most healthful and thrifty manner. The Dairy Department tries to carry 100 head—25 head each of the four dairy herds—on its 50 acres, which is not sufficient to provide the needed amount of hay, to say nothing of supplying pasturage.

Careful inquiry among the farmers of Kansas indicates that the most desirable farm for the maintenance of a breeding herd of pure-bred beef cattle of 50 cows and their offspring which will be held until of salable age, consisting of approximately 25 three-year-old heifers, and 50 calves, is in the neighborhood of 500 acres. In order that a breeder may be justified in purchasing the very best class of sires to put at the head of the breeding herd, it is necessary that he own and maintain a sufficient number of females to use the head of the herd economically. Where calves are disposed of throughout the year, 50 cows are considered the ideal number for each bull. It is necessary for the College to purchase the best type of bulls in order that they may serve as ideals

in student work. With their present facilities it is impossible to maintain more than from seven to ten breeding females of each breed and these cannot possibly be handled under practical conditions with their present equipment.

OTHER COLLEGES BUY LAND.

Nearly every other agricultural college in the United States has been obliged within the last ten years to add to its equipment of land devoted to animal husbandry. During the past two years the Animal Husbandry Department has expended for feed a total of approximately $12,500.00 and in addition to this, is paying $1,800 a year for the rental of land. The Iowa State College owns and controls 750 acres of land for Animal Husbandry alone; the University of Illinois, 800 acres; the University of Missouri, 360 acres, to which the institution asks the addition of 100 acres; the Pennsylvania State College, 1200 acres; the University of California, 4000 acres; and the Colorado Agricultural College, 1700 acres.

If Kansas is to train its students as well as these institutions do, it will be necessary for the College to have similar equipment. The Department is frequently criticized because of the fact that they keep the livestock under impractical conditions; that they lot the cattle and hogs too closely, thus making it necessary to feed high priced feeds instead of utilizing grass and forage crops.

Kansas won more championships on her improved stock at the recent International Live Stock Show at Chicago than any other state in the Union.

Of the five championships awarded to Kansas stock, two went to cattle bred and exhibited by the Agricultural College.

The College has one among the best herds of beef and dairy cattle in America. Facilities ought to be given the

College for properly developing this stock and for handling it under practical farm conditions. To do this the land the Board asks for should be given.

THE BUILDING NEEDS OF THE AGRICULTURAL COLLEGE.

Denison Hall, into which are now crowded Chemistry and Physics, was erected fifteen years ago when the enrollment of the College was 1396, as compared with 3314 last year. It was intended to accommodate 364 students in Chemistry, while the enrollment in that subject now exceeds a thousand. It was designed for 186 students in Physics, and now there are between seven and eight hundred students in this subject crowded into this building.

The laboratories of Agricultural Chemistry are crowded into the basement of the building where men cannot work to the best advantage in the important experiments the College is making in soils, feeding, etc.

The United States Government contributes $30,000 a year to the support of agricultural experiments at the College on condition that the State provide adequate facilities. The Government officials have criticized the way in which Agricultural Chemistry has to be hampered in the crowded quarters of this building.

I recommend that the Legislature be governed by the report of the Board of Administration as to the needs of buildings at the Agricultural College.

THE REASONS FOR THE SCHOOL OF AGRICULTURE.

Kansas young men and women who expect to build the best kind of rural homes and make the most of country life in Kansas must have a chance to get special

training for their work. They must get this work too, especially the older ones, who could not go directly from the grades into advanced school work, in schools which have short terms, and which are well equipped to give practical work. They must be able to get a great deal of help from one or two terms if they cannot attend longer. Such work must be offered without any perequisite other than a rural school course and in the case of mature people even that should be waived and the student given a trial. A short direct cut to good training for live up-to-date farming is a real need. The School of Agriculture at the State Agricultural College aims to furnish that opportunity to young men and women.

Since the school was organized in 1913 over 1200 young people averaging about twenty years of age have attended the School one or more terms.

So far as the records show, all of the young men who graduated from the course in agriculture are on their home farms. One of them, the eldest of a fmily of orphans, is managing the home farm and will send the younger brother and sister to school next year.

It must be remembered that the great service of a school of this kind is not measured in terms of graduates. Its greatest service and its most direct, immediate and lasting service comes through giving help and inspiration to and increasing the worth and earning capacity of a large number of young people who can go to school only a part of the school year and who can be spared for only one or two years. These make the permanent and producing citizens of the state. They do not move to the city nor to other states. Surely the state must consider their needs and will profit through increasing their usefulness.

Fully one-third of the students who enroll in the School of Agriculture come for special practical work. They must go back to the farms and to work without delay. Most of them are mature people—during the winter term

of 1916 over eighty per cent of the students in the school ranged from 18 to 32 years of age. Such person cannot afford either time or money for four years of entrance work and then a college course. They can invest a little time and money and must realize returns at once. They can take one or two of the twelve week terms in the School of Agriculture for a year or two and still help to keep the home farms going and at the same time improve themselves and their usefulness on the farm. That the young people of the state will take advantage of such an opportunity is shown by the fact that of the 1215 persons who have been enrolled in the School in the last three years 659 of them have never been in school for the spring term, the time when they are most needed on the farm.

Distance from high schools, kind of work wanted, the need for a short term, so that they can complete work while they can be spared from the home, and the fact that eighty per cent of the students are beyond high school age, are the big reasons why students come to the School of Agriculture.

The aim, spirit and ideals of the school together with the work taught is the reason why they return to the farm after having taken work at the School of Agriculture.

INDUSTRIAL JOURNALISM.

The Department of Industrial Journalism at the Agricultural College is used primarily as the means of disseminating the valuable information developed by the experiments made at that institution. Secondarily, it is a course in English applied to the problems of the farm, the home, and the work shop. In it students are taught how to write about the things with which they will be dealing when they leave the institution.

The students in the Department are the reporters who

work without salary and who are in all the other classes of the institution. In this way they find valuable information which no paid publicity department would ever discover. The students write up this information for the papers of Kansas, thus acquiring skill in the use of English and putting out important information for all the papers at the same time. Without this corps of voluntary reporters the cost of the publicity work of the College would be double what it now is and would not be anywhere near as effective.

If the Department of Industrial Journalism were abolished, it would be necessary to add as many more people to the English Department as there are in the Journalism Department and the College would be left without any provision for getting this information regarding the experiments made to the people.

The greatest repository of knowledge regarding farm practice is the farmer himself, but he has not been trained in the art of imparting the knowledge he posses. Through the Industrial Journalism Department the farmers who go from the College are taught how to tell of their experiences clearly and entertainingly.

Nearly every agricultural college in the United States maintains such a department, and it is inexcusable that the value of its work or its right to exist should be questioned.

If a system could be inaugurated by legislative act or otherwise whereby statistics could be gathered two or three days in advance of most if not all shipments from stations within the state of stockers and feeders, giving number, station to be shipped from, age, weight, and class of cattle, and published daily, it might be the means of enabling the owners of a large per cent, if not most, of the cattle to dispose of them at the shipping station before cared.

If it did this to any considerable extent it would be a saving to the cattle industry of over one and possibly several million dollars annually.

Central Store, Purchasing Agent Uniform Accounts, Appointments for Fitness, Non-Political Boards, Etc.

CENTRAL STORE AND PURCHASING AGENT.

One necessity in both economy and efficiency is to reduce the State's business to the same system as a well managed business owned by an individual. To do this the buying should be done at such times and under such conditions as will enable the State to take advantage of the markets. This, as a matter of course, requires a state purchasing agent that has the experience, knowledge and horse sense to buy in such quantities and at such times as will give the best results.

That is, when sisal is low to buy a larger quantity, when we have big crops to lay in a supply of feed, to buy of the same concerns as jobbers, to pay cash and take discounts: in short, to manage the purchasing for the State the same as a wise business man would manage the purchasing of his supplies.

As it now is, with each party playing to the galleries, bidding for votes, paying off political obligations, and the impractical method of biennial purchases—often coming at high times—the supplies cost the state institutions probably as much as twenty-five per cent more than they would under the proposed system including the expense of operating the store.

See Appendix, Bill No. 2.

UNIFORM SYSTEM OF ACCOUNTS.

The accounts of the different state institutions, the many departments and subdivisions of each, and the various departments of the executive branches of the state government are of about as many different kinds and characters as there are divisions and subdivisions, with each changing as new men with new notions take charge or new legislatures add ill-advised and expensive red tape legal requirements.

One administration will let the state property get in bad repair to make a showing of economy while his real operating expenses may exceed that of his predecessor. And while that is true, the next administration may be obliged to expend many thousand, possibly a million, dollars to bring the buildings and other capital property of the State up to a proper condition and have less real operating expenses than his predecessor and yet the appropriations will be much larger.

Not only that class of waste but the books are in such shape that what is capital, what is operating expense, what is depreciation, and what is obsoletism is not well defined or separated.

One should be able to go into a head office at the end of any month, possibly at the end of any day, and know from the books:

Total capital of state property and the subdivisions thereof.

Total expense for operation and the subdivisions thereof.

Total expense for caring for depreciation and subdivisions thereof.

Total expense for obsoletism and subdivisions thereof.

The same through the line of receipts as the Grand

General Account into which all accounts of the institutions, departments, boards, and commissions close through one well devised system.

This would place the whole of the State's business on a simple, practical, sensible and scientific system of accounting.

As it now is, it is not only complicated but badly out of joint and most expensive as a whole.

For example, I traced the expense of accounting for the bonds purchased for the school fund. There is an average of about seven such bonds handled by the State daily. I visited each clerk having a part in the accounting, examining, and so forth of these bonds and give below his own statement, or that of his substitute, as to the proportion of his time taken on these bonds only.

Now remember, seven bonds daily, not seven series, but only seven single bonds, that any one man ought to account for before breakfast and have the day for real work.

Here is the actual result:

AUDITOR'S OFFICE.

Name of officer or clerk	Total Salary	Proportion of time on these bonds.	Cost of handling these bonds.
Auditor	2500	1/18	140.00
Asst. Auditor	1800	1/12	150.00
Bond Clerk	1200	4/5	960.00
Bookkeeper	1200	1/6	180.00
TREASURER'S OFFICE			
Chief Clerk	1200	4/5	960.00
Bookkeeper	1400	1/3	460.00
Asst. Bond Clerk	900	1/2	450.00
Bond Clerk	1600	All	1600.00
2nd Asst. Bond Clerk	1200	1/2	600.00
Supt. of Public Instruction and State Accountant			480.00
Total Annually			5980.00

This is approximately six thousand annually to perform the task of looking after, chiefly accounting for, SEVEN BONDS A DAY!

Do they work? Certainly they do. Some are overworked. Idleness is not the trouble. The trouble is numerous, unnecessary, complicated red tape requirements made often by legislatures.

We think almost any kind of a state accountant can devise a method whereby seven bonds a day can be accounted for, examined, collected and the accounts reconciled for less than six thousand dollars a year.

Not only a matter of expense but lack of system and incompleteness as a whole render the State's accounts not nearly so valuable as they might otherwise be made.

See Appendix, Bill No. 2.

APPOINTMENTS FOR FITNESS.

Under our present political system it has always been a custom, which it seems almost impossible for even our very best officers to ignore, to appoint men for political expediency rather than for fitness. Men frequently are made receivers for property worth millions of dollars or otherwise given control over large financial, industrial, political, or other institutions, who do not have the practical experience, technical knowledge, or other qualifications to fit them for the positions.

It is not enough that we have a law providing that competent persons only be appointed to offices, but one also providing a more just, practical and effective method than we now have to *remove* officers for incompetency.

See Appendix, Bill No. 3.

TREASURER'S AND AUDITOR'S OFFICES.

There is much useless red tape due chiefly to legislative acts that simply load these two offices down with useless work. For example, before an Auditor's warrant can be delivered to the party on whom drawn:

First, issued and registered.

Second, delivered to the State Treasurer at his office.

Third, registered by the State Treasurer and countersigned.

Fourth, returned to the State Auditor at his office.

Fifth, receipted for by the State Auditor to the State Treasurer.

Sixth, the receipt duly compared and recorded.

Seventh, warrant compared with original books, then delivered.

This is the same process as if A was giving B a check. A would first register the check; then he would take it to the Bank and have the cashier endorse it and also register it; then get it back from the bank and give the banker a receipt for it, then register the receipt; then check it over with the original record; then give it to B to get cashed. This useless process can be corrected by bill No. 4. See Appendix.

When a state institution sends in its vouchers at the end of the month there is sometimes five hundred of them. Each voucher calls for a separate and distinct warrant. By issuing one warrant for the whole, belonging to one fund, and having the head of the institution distribute it, the work would be reduced from five hundred warrants to one warrant and the distribution by the heads of the institution or some one designated by him could be done by checks and the bulk of the bookkeeping shifted on the

banks where it will be handled without the expense to the State. This I seek to correct by Bill No. 5. See Appendix.

I find that the books of the State Auditor's office and State Treasurer's office do not agree, due no doubt, to some lost accounts years back. I seek to bring them together by Bill No. 6. See Appendix.

I find an asset of about $27,000.00 in bonds in the State Treasurer's office, which bonds are for some reason not collectable. I suggest an appropriation be made to pay them off and the books be made to show the actual assets of the office.

It appears that some accountant in going over the Auditor's books changed original figures. This may have been to correct errors and no doubt was, but it should not have been. It mutilates the original records. I seek to correct this practice by Bill No. 7. See Appendix.

I find the State Treasurer has over seventy-five active accounts with banks and that the method of distributing funds among the banks is crude, to say the least, but the Treasurer is prevented by legal requirements from remedying the matter. One active account is all that is necessary and all that the tax payers should be obliged to pay to keep books for. The same amount of interest can be realized from the accounts silent as all active, possibly more. The money would be worth more, besides lessening materially the work in the Treasurer's office. I seek to correct this by Bill No. 8. See Appendix.

PROTECTION FOR THE STATE TREASURER'S OFFICE.

Will suggest that the guards be better armed and that a burglar alarm be installed to protect against day-light hold-up; that the alarm be an open circuit direct current alarm, without relays of any kind, that will cost installed to offices on same floor, about $200.00.

I would suggest that the executive council consider the advisability of changing the location of the State Library owing to its great weight.

AMENDMENT TO THE TAX PROVISION OF THE CONSTITUTION.

It will be remembered several years ago an amendment to change the tax provision of the constitution was submitted to the people.

It will be remembered that popular sentiment was for it until it was discovered it provided for a classification of property, making it possible to assess and tax different classes of property on a different basis. Then the amendment became unpopular and was defeated.

It is very probable the people of Kansas would defeat any tax amendment, that contained such a provision and such a provision in a new Constitution would imperil the whole Constitution. The people are correct. Such a provision, however correct in theory in eminently just hands, is regarded by the voters as very dangerous in practice. I think the voters are right. Knowing something of the horse sense of Kansas voters, their keen sense of justice and the way they look for the practical side of a proposition, I venture to suggest an amendment to the tax provision of the Constitution that I believe a majority of the voters would support.

See Appendix, Resolution No. 2.

BOARDS NON-POLITICAL, EXPERIENCE, ETC.

Boards of large responsibilities should be made up of three members no two of which belong to the same political party. It is not necessarily economy or efficiency to make a board of one member instead of three. Take for

example the Public Utilities Commission; one member may be in Washington looking after a case, another in Kansas City and another in the office. If the work is skilfully divided, and there is all each can do, it follows that if there was only one member he would be obliged to employ help to do the work done by the other two or the public service would suffer.

It must be remembered that he would have the same field to select from to get his help as the Governor in making the appointments of the other two members. Granting that the Governor selects the best men he can get for the salaries paid, what is there to conclude the one member could select two subordinates of equal fitness at less salary? Most people who speak of one member of a board instead of three do not realize that clerks and stenographers have not the mature judgment to perform the duties of board members and to get help that had, would as above reasoned, be no saving in expense. Most people have no conception of the magnitude of the work of most of the state commissions and boards nor of the great responsibility of the individual members. Besides, to change from three to one member makes the board purely political and hazards the work in the hands of a new inexperienced board every change of administration. As it is now only one of the three members retire at a time, and in most important boards not more than two belong to the same political party.

To reduce the Tax Commission, Public Utilities Commission, Board of Administration, Board of Control and Board of Correction to one member each, granting—which is not true—that the one could and would do the work now done by all three and do it as well, there would be a saving to the State of less than twenty-five thousand dollars annually, or about half what would be saved by charging for valuable services now rendered free by the Public Utilities Commission; or, to put it another way, one cent for every twenty dollars taxes paid.

Does it not seem that much that is being said about

these boards and commissions is, in the language of Walt Mason: "Straining the eyes to find a fly speck on the frame," which after all is not there to find.

IMPRACTICAL THEORIES.

Some would have a government so well arranged that if they broke a clevis bolt or bursted a hame string at the Agricultural College they would have to see the Governor before they could get a new one. There are so many duties now centered in the Govenor that to attend to them all would need as many heads as a centipede has legs.

The best of us cannot anticipate our needs a week ahead, and how could we antitcipate all the needs of our institutions two years ahead? One central emergency fund to take the place of all contingent funds I believe would be impractical.

Investigation of State Offices.

I investigated about thirty state offices, but, because I did not feel financially able to neglect my own business without pay to give it the required time, except the examination of the State Treasurer's and Auditor's offices, these examinations were very hurriedly made. The Treasurer's and Auditor's offices I examined somewhat carefully, and have in this report made recommendations for the same, and also prepared bills—see Appendix—to carry out these recommendations; which, if followed, will reduce the work of these offices to less than one-half what it is now. The general recommendation for uniform accounts should materially further reduce the work. My idea of an auditor's or accountant's work is to chiefly reconcile, not duplicate accounts. Reconciliation and verification require very little, if any, duplication.

Rascality in an office is crudely practiced if any duplication will catch it better than simple reconciliation and verification. Rascality is usually discovered by changing accountants so the books of one accountant are turned to another. A forged note can be renewed by the forger from time to time safely, until some other clerk gets on the job and notifies Mr. A his note is due and Mr. A notifies Mr. Clerk he has no note. A paid account can be entered not paid and the funds pocketed and in a season this account marked paid and some other later made paid accounts entered not paid, the difference pocketed, and so on, until another clerk comes along and notifies Mr. Debtor his account is not paid and Mr. Debtor shows a bank check, postoffice money order, or something of the kind that proves it is paid. This rarely happens and is hard to conceal, especially from one administration to the next, but duplication of accounts does not do more to discover such than simple reconciliation and verification; therefore, I would discourage duplication of accounts as a method of auditing. This plan, however, I shall leave

to the good judgment of the State Accountant in the preparation of a system for all.

The greatest expense and lack of efficiency of the state offices is due to the system which can be cured best by a new Constitution. However, there is a wide difference between organizing the functions of state government under different departments with subdivisions, each officer of each responsible to his superior as in the Federal Government, and in setting up a set of distinct and separate little kings—one man rule—with political pets under him.

As stated, I investigated about thirty state offices, generally speaking, well organized, the help proficient, cheerful and hard working. I would like to give special mention of each office and each one in each office, but this report is already too long.

I was treated most courteously by all the officers and help under them, and my requests for reports was, generally speaking, responded to in a way that convinces me our state officers, as a rule, are filled by capable, honest God-fearing men and women.

I wish also to remind, in conclusion, that all the taxes paid for state purposes including all state institutions comprises only one-tenth of our taxes and while I have made many recommendations, suggestions, and in some cases assumed the role of critic (possibly unduly so) I think it safe to say that our state taxes, being only one-tenth of all, are the most economically and efficiently expended of all our taxes.

ALL PRAISE TO KANSAS.

J. D. JOSEPH,

State Member Economy and Efficiency Commission.

APPENDIX.

BILL No. 1.

AN ACT relating to a State General Store, and providing for the procuring of a site and the erection of a building or buildings therefor, and making provision for a revolving fund to cover outlay for supplies, and providing for the purchase of such supplies, and the sale and delivery thereof to the various institutions that are furnished supplies by the State.

Be It Enacted by the Legislature of the State of Kansas:

Section 1. That the Governor, Attorney-General, and State Architect of the State of Kansas be and constitute a State General Stores Commission. And it shall be their duty, as soon as practicable after the passage of this law, to procure, by purchase or condemnation proceedings, a suitable site, and to construct thereon a suitable building to be used as a state general store building for the purposes provided in this act.

Section 2. From and after the first day of January, 1918, insofar as practicable all supplies furnished at the expense of the State of Kansas to the various institutions of the State of Kansas and within the State of Kansas, whether the same be under the control of The State Board of Control of Charitable Institutions, or The State Board of Corrections, or The State Board of Administration of Educational Institutions, or any other board or management, shall be furnished by the said store, through the State Purchasing Agent and the State Store Keeper herein provided for.

Section 3. It shall be the duty of the Governor, immediately upon the passage of this act, to appoint a State Purchasing Agent and a State Store Keeper. It shall be

the duty of the State Purchasing Agent to purchase, upon the best terms possible, insofar as practicable, the supplies furnished at the expense of the state of every nature for all of the institutions referred to in Section 2 of this act, and to deliver the same, when purchased, to the said State Store Keeper. In making said purchases the said State Purchasing Agent shall, so far as practicable, purchase the same from the manufacturer or producer. It shall be the duty of the State Store Keeper to have charge of the building or buildings provided for the keeping of said supplies, and to safely keep such supplies and deliver the same to the several institutions referred to in Section 2 of this act, upon proper requisition therefore issued by the several boards having control of said institutions respectively, and to keep accurate account of all supplies received by him from said State Purchasing Agent, and of all supplies delivered by him to said institutions.

Section 4. The said State Purchasing Agent and the said State Store Keeper shall, at all times, be under the control of the said State General Stores Commission, who shall have the power to remove. And it shall be the duty of the said State Purchasing Agent, in making all purchases, to make and present to the State Auditor fully itemized and duly verified vouchers therefor, and when said vouchers are approved by the Governor, or by some person designated by him, the State Auditor shall draw warrants therefor upon the State Treasurer against the revolving fund hereinafter provided for. In furnishing supplies to the institutions, as provided for herein, the said State Store Keeper shall charge said institutions, in payment therefor, the actual cost of such supplies and the expense of handling and transportation thereof. And it shall be the duty of the several boards having charge of said institutions to draw vouchers covering the same, duly verified and approved by them, and deliver same to the State Auditor, who shall issue his warrants therefor in favor of said revolving fund against the proper funds appropriated for the furnishing of supplies and maintenance of said institutions respectively.

Section 5. There is hereby appropriated out of any funds in the State Treasury not otherwise appropriated the sum of $100,000 which shall be known as the State Store Revolving Fund; which fund shall be used by said State Purchasing Agent only for the purpose of purchasing the supplies for said institutions, and for the payment of the expense of handling and transporting the same. And all money received from said institutions in payment for said supplies, and the handling and transportation of the same, shall be paid into the State Treasury to the credit of said revolving fund, and shall be used therewith in payment for such supplies purchased, and the expense of handling and transporting the same, as herein provided, without further appropriation.

Section 6. All requisitions for supplies for the institutions referred to in Section 2 of this act shall be signed by the president and secretary of the several boards having charge of said institutions respectively, upon the authority of said respective boards, and shall be drawn in triplicate, one of which shall be delivered to said State Store Keeper, and one to the steward of the institution for which the supplies are ordered, and one kept on file.

Section 7. It shall be the duty of the State Accountant to prepare all forms for keeping all the accounts and books and transacting all business in connection with said store, and to audit all accounts of said store monthly, and make report thereof to the Governor.

Section 8. Before entering upon the duties of their respective offices the said State Purchasing Agent and the said State Store Keeper shall each execute his bond in favor of the State of Kansas in the sum of $50,000 with sureties approved by the Governor, for the faithful performance of his duties, and the faithful accounting for all moneys and property received by him or in his control.

Section 9. Said State Purchasing Agent shall receive as his salary the sum of.....dollars per annum, and the said State Store Keeper shall receive as his salary the sum of.....dollars per annum. The said State General Stores Commission shall have authority to appoint such assistants to said State Purchasing Agent and said State Store Keeper as shall from time to time be required, upon such terms and for such compensation as shall be necessary and within such appropriations as may be by law provided for that purpose.

Section 10. Except in cases of emergency or where impractical or impossible, it shall not be lawful for any board or managing officers to purchase any supplies at the expense of the State for any of the institutions referred to in section 2 of this act, except in the manner as provided herein.

Section 11. All acts and parts of acts in conflict herewith are hereby repealed, so far as they do conflict with any of the provisions of this act.

Section 12. This act shall take effect and be in force on and after its publication in the statute book.

BILL No. 2.

AN ACT relating to the State Accountant, authorizing and requiring him to prescribe forms and institute systems of accounting in the various institutions belonging to the State, and in the executive departments of the state government, and requiring the keeping of said systems of accounting so prescribed.

Be It Enacted by the Legislature of the State of Kansas:

Section 1. That the State Accountant of the State of Kansas be authorized and required to prescribe forms and systems for keeping all accounts of the various institutions belonging to the State of Kansas, and of all the executive branches of the Government of the State of Kansas, and to install and put in use such forms and systems in all said state institutions and executive branches of the state government.

Section 2. It shall be the duty of the managing officers of all said state institutions referred to in section 1 of this act, and of the heads of all of the executive branches of the state government, as soon as said forms and systems of accounts are installed in their respective institutions and executive branches by the said accountant, to keep accurate account of all receipts and expenditures within their control upon and in accordance with said forms and systems prescribed by said State Accountant.

Section 3. That all acts and parts of acts in conflict with this act be and the same are hereby repealed.

Section 4. This act shall take effect and be in force from and after its publication in the official state paper.

BILL No. 3.

AN ACT relating to appointments to office and the removal of officers.

Be It Enacted by the Legislature of the State of Kansas:

Section 1. The Governor shall appoint to offices to which salaries are attached only such persons as have the practical experience and technical knowledge necessary to fit them for the position. Where private or corporate property is to be controlled, regulated, supervised, invoiced, or operated, experience in any public office, elective or appointive, shall not be considered practical experience orh aving given technical knowledge.

Section 2. When the Governor appoints any person to an office to which a salary is attached, he shall publish the appointment in the official state paper, giving the name of the appointee, his postoffice address, and under the head "Practical Experience" shall state in specific terms the practical experience of the appointee that fits him for the position, and under the head "Technical Knowledge" shall state in specific terms the technical knowledge of the appointee that fits him for the position.

Section 3. On the presentation of evidence to any district judge in the State of Kansas tending to show that any officer appointed by the Governor of the State of Kansas did not have the practical experience or the technical knowledge required by law for such appointment, or is otherwise incompetent to fill such position, such judge may order the County Attorney of any county in his district to commence an action of quo warranto in the name of the State of Kansas on the relation of himself as County Attorney against such officer for his removal on the grounds of incompetency; Provided, That no such action shall be so commenced until the parties complaining shall file with the Clerk of the District Court

of the county where the suit is to be brought a cost bond in the sum of at least Five Hundred Dollars conditioned for the payment of all costs that may be finally adjudged against the plaintiff in said action. The district court of any county in the district where such complaint is lodged shall have jurisdiction over such action and summons therein may be issued to and served by the Sheriff of any county in the State of Kansas.

In all such cases evidence that the defendant had not the practical experience or the technical knowledge required by law for his appointment shall be deemed to be conclusive evidence of incompetence. Appeals may be taken in cases brought hereunder as in other cases.

Section 4. All acts and parts of acts in conflict with this act are hereby repealed.

Section 5. This act shall take effect and be in force from and after its publication in the official state paper.

BILL No. 4.

AN ACT to amend Section 8872 of the General Statutes of 1909, and repealing said original section.

Be It Enacted by the Legislature of the State of Kansas:

Section 1. That Section 8872 of the General Statutes of 1909 be and the same is hereby amended to read as follows:

Section 8872. In all cases where warrants for money are issued by the Auditor upon the Treasurer, the said warrants before they are delivered to the person or persons to whom made payable, shall be registered on a book or books provided for that purpose, showing date issued, to whom issued, number, and amount, and upon what fund drawn, and at the close of each week's business, or upon motion of either the Treasurer or Auditor, oftener, not to exceed once each day, the amount carried on the said register shall be reconciled with the register showing vouchers paid by the state treasurer and the last reconciliation verified by the State Accountant at the end of each month.

Section 2. That original Section 8872 of the General Statutes of 1909 and all other acts and parts of acts in conflict with this act be, and the same are hereby repealed.

Section 3. This act shall take effect and be in force from and after its publication in the official state paper.

BILL No. 5.

AN ACT to amend Section 8869 of the General Statutes of 1909.

Be It Enacted by the Legislature of the State of Kansas:

Section 1. That Section 8869 of the General Statutes of 1909 be and the same is hereby amended to read as follows:

Section 8869. Having ascertained the amount due any person or persons from the state, the Auditor shall issue, register, and deliver, as prescribed by law, his warrant on the Treasurer for the same. Provided, That the Auditor shall not be allowed, except for the payment of salaries fixed by law, to audit any claim against the state, or draw his warrant on the Treasurer, unless such claim is ordered by act of the legislature, or was contracted against the state by the Governor, Secretary of State, Treasurer, or executive council in pursuance of law, and for which a specific appropriation has been made; and all claims arising from such contracts shall, before being audited, be sworn to by the claimant as being correct and unpaid, and be certified to by the officer so contracting, that such claim was contracted by him for the state, under authority of law, and that the amount claimed is correct according to such contract, and is unpaid. Provided further, That the Auditor, after ascertaining the sum of bills due to be paid from any particular fund for extending, improving, or maintaining any state institution or executive branch of the state government may, or upon written request of the head of such institution or branch, shall, issue one warrant for such sum, payable to the head of such institution or branch or to some person named by him for distribution by such person to the individual claimants thereto.

Upon notification by the State Auditor that any such warrants will be issued it shall be the duty of such head

distributor to give the State Auditor a good and sufficient bond for the faithful performance of duty.

Section 2. That original Section 8869 and all acts and parts of acts in conflict with this act be and the same are hereby repealed.

Section 3. This act shall take effect and be in force from and after its publication in the official state paper.

BILL No. 6.

AN ACT relating to the accounts of the State Auditor and State Treasurer.

Be It Enacted by the Legislature of the State of Kansas:

Section 1. That the books of the State Auditor and State Treasurer shall be brought into balance with each other and kept in balance with each other by methods not inconsistent with law to be prescribed by the State Accountant.

Section 2. That all items or parts of items unknown, necessary to bring the State Auditor's books in complete balance, showing warrants outstanding and unpaid, shall be assumed as to amount and entered as such unknown and unaccounted for, amount subject to change when known and the books brought into balance.

Section 3. Under rules and regulations and at periods of time to be prescribed by the State Accountant, all outstanding warrants drawn by the State Auditor on the State Treasurer which have not been presented for payment before legal payment could not be made, shall be deducted from the accounts of outstanding warrants and an itemized statement of such deduction filed with the State Treasurer.

Section 4. All acts and parts of acts in conflict with this act are hereby repealed.

Section 5. This act shall take effect and be in force from and after its publication in the official state paper.

BILL No. 7.

AN ACT relating to the auditing of public records.

Be It Enacted by the Legislature of the State of Kansas:

Section 1. Errors found in any public records by any person or persons auditing the same, shall not be corrected by altering the original record in any way, but by a notation in red ink on the margin of the record or a statement on a separate paper attached to the original record, which correction, whether on the margin or separate paper, shall be duly dated and signed.

Section 2. All acts and parts of acts in conflict with this act are hereby repealed.

Section 3. This act shall take effect and be in force from and after its publication in the official state paper.

BILL No. 8.

AN ACT to amend Sections 8814 and 8824 of the General Statutes of 1909, relating to depository banks.

Be It Enacted by the Legislature of the State of Kansas:

Section 1. Section 8814 of the General Statutes of 1909 is hereby amended to read as follows:

Section 8814 The said Board of Treasury Examiners shall meet in the office of the State Treasurer on the date named in said notice, at two oclock P. M. of said day, and shall open all of said proposals, and cause the same to be tabulated in their presence, and in making the award the board shall consider, among other things, the rate of interest offered, the standing of the bank and the amount of its capital. At the meeting of the board, as herein provided, said board shall, before final adjournment is had, make the award and designate from the number of banks bidding not less than ten as state depositories, for all moneys, it is reasonable to suppose, will be in the hands of the State Treasurer at any one time: Provided, That no bank shall be awarded as a depository a sum greater than fifty per cent of its paid-up capital. And provided further, That no bank shall be designated as a depository for more than one hundred thousand dollars. The State Treasurer shall be the custodian of all proposals and tabulated statements, and shall carefully preserve the same, and shall cause to be published in the official state paper a complete statement, showing the name of each bank making a bid, the amount of its paid-up capital, the amount bid for, and the rate of interest offered. The State Treasurer shall also cause to be published a list of the banks receiving the award and the sums awarded in each case. In case any bank designated as a state depository shall, after its designation and before the next regular time for receiving proposals and designating state depositories, cease to do

business or become disqualified to act as a state depository, the said Board of Treasury Examiners shall have power to designate an incorporated bank, either national or state, doing business in Kansas, as a depository in place of the bank which has so ceased to do business or become disqualified, and to award to said bank as such depository a sum not greater than fifty per cent of its paid-up capital and not more than one hundred thousand dollars: Provided, That no bank shall be so appointed unless it shall agree to pay a rate of interest not lower than the lowest rate of interest paid by any of the then state depositories. All banks so appointed depositories shall be governed in all respects by the terms of the act of which this act is amendatory. The State Treasurer shall attend all meetings of the board, and shall be secretary thereof, and shall keep and preserve a record of the proceedings. No award made by the board shall obligate the state to keep any specified amount on deposit with any of the depositories or banks designated. The limitation of deposits provided in this section shall not apply to surplus deposits to meet excess of checks over deposits for any month as provided in Section 2 of this act. The security for said surplus deposits may be state, county, township, municipal or school district bonds deposited with the State Treasurer in amount equal to the said surplus at any one time held by a central depository and subject to the same rules and regulations, as bonds deposited with the State Treasurer to secure other state funds deposited with banks, or the said surplus funds may be secured by an indemnity bond satisfactory to the board of treasury examiners, or if a central depository bank is guaranteed under the state bank guaranty fund of the state, the said board at its option may require no other security for said surplus funds with such bank.

Section 2. Section 8824 of the General Statutes of 1909 is hereby amended to read as follows:

Section 8824. The Board of Treasury Examiners shall, at the time the award of state funds to state depositories

is made, name one or more such depositories, located in the City of Topeka, as central depositories in which all state funds shall be first deposited, and upon which all checks by the State Treasurer, other than for the transfer of funds, shall be drawn, and through which the State Treasurer shall make all his collections, including his checks drawn on depository banks. If no depository is named in the City of Topeka, or no depository in Topeka will act as a central depository, then the said Board of Treasury Examiners shall name one or more depositories as central depositories located elsewhere in the state.

All state depositories, other than central depositories shall be known as branch depositories. The State Treasurer shall, within thirty days after the award of state funds, draw checks upon all state depositories for the full amount of state funds in said depositories and deposit the same in a central depository for collection and credit to the State Treasurer, and he shall, at the same time, deposit subject to check in said central depository to the credit of each branch depository, its proportional amount of the state funds on hand available for deposit. The central depository shall forthwith notify by mail each branch depository of the amount so credited.

The State Treasurer shall, on the first of each month, and at such other times as he deems necessary, make such changes in the distribution of the state funds among the state depositories as are necessary to make the said funds apportioned among the depositories in proportion to the securities deposited by each with the State Treasurer, or the maximum amount of its award. Such changes shall be made by checking upon each depository having more than its proportional share for the excess held by such depository, and depositing in a central depository to the credit of each depository having less than its proportional share the amount necessary to give it its proportional share: Provided, That when making any such distribution or such change of distribution the State Treasurer shall distribute in the central depositories an amount more than their proportional shares sufficient to pay any probable excess of checks on, over deposits with, such central depositories for the following month, and such amount to pay such excess shall be known as surplus funds. Such surplus funds shall not be taken into consideration in apportioning the remainder of the state funds except as specifically provided in this act.

The State Treasurer shall keep, at all times, as nearly as practicable an amount in every central depository in proportion to the bonds deposited by it, which bonds shall not include securities for surplus funds deposited, or to be deposited, with the bank. All deposits made with either central or branch depositories, shall be receipted for in the way provided by law for deposits by the State Treasurer, under rules and regulations made by him. Any deposit with a central depository for the credit of a branch depository, shall be held to be a deposit with said branch depository. Central and branch depositories shall be subject to all laws relating to state depositories.

No central or branch depository shall make any charge for the handling of checks, collections, items of credit or exchange drawn or deposited by the State Treasurer; nor shall any central depository make any charge for handling any checks drawn by a branch depository on its state fund account with such central depository.

Section 3. Original Sections 8814 and 8824 of the General Statutes of 1909 are hereby repealed.

Section 4. This act shall take effect and be in force from and after its publication in the official state paper.

SENATE CONCURRENT RESOLUTION No. 1.

Providing a State Budget.

Be It Resolved by the Legislature of the State of Kansas, Two-thirds of the Members Elected to Each House Thereof Concurring Therein:

That the following proposition to amend the Constitution of the State of Kansas be hereby submitted to the qualified electors of the state for their approval or rejection, to wit:

Section 1. On or before the first day of November, 1919, and of each alternate year thereafter, the head of each department of the state government, and all boards and commissions created thereby, except the Legislature and Judiciary, shall submit to the Governor itemized estimates of appropriations to meet the financial needs of such departments, boards, and commissions, including a statement in detail of all moneys for which any general or special appropriation is desired at the ensuing session of the Legislature, classified according to relative importance, and in such form and with such explanations as the Governor may require.

The Governor, after public hearings thereon, at which he may require the attendance of heads of departments, boards, and commissions and their subordinates, shall revise such claims according to his judgment.

Itemized estimates of the financial needs of the legislature, certified by the presiding officers of each House, and of the judiciary certified by the State Auditor, shall be transmitted to the Governor on or before the first day of December of 1919, and of each alternate year thereafter, for inclusion in the budget without revision, but with such recommendations as he may think proper.

Upon the first day of the first regular session of the

Legislature next succeeding the Governor shall submit to the Legislature a budget containing a complete plan of proposed expenditures and estimated revenues. It shall contain all the estimates so revised or certified, and shall be accompanied by a bill or bills for all proposed appropriations and reappropriations, clearly itemized; it shall show the estimated revenues for the ensuing fiscal year and the estimated surplus or deficit or revenues at the end of the current fiscal year, together with the measures of taxation, if any, which the Governor may propose for the increase of the revenues. It shall be accompanied by a statement of the current assets, liabilities, reserves and surplus or deficit of the state; statements of the debts and funds of the state; an estimate of its financial condition as of the beginning and end of the ensuing fiscal year; and a statement of revenues and expenditures for the two fiscal years next preceding said year, in form suitable for comparison. The Governor may, before final action by the Legislature thereon, amend or supplement the budget.

A copy of the budget and of any amendments or additions thereto shall be forthwith transmitted by the Governor to the State Auditor.

The Governor and the heads of such departments shall have the right, and it shall be their duty when requested by either House of the Legislature, to appear and be heard in respect to the budget during the consideration thereof, and to answer inquiries relevant thereto. The procedure for such appearance and inquiries shall be provided by law. The Legislature may not alter an appropriation bill submitted by the Governor except to strike out or reduce items therein; but this provision shall not apply to items for the Legislature or Judiciary. Such a bill, when passed by both Houses, shall be a law immediately without further action by the Governor, except that appropriations for the Legislature and Judiciary shall be subject to his approval, as provided in Section 14 of Article 11 of the Constitution.

Neither House shall consider further appropriations until the appropriation bills proposed by the Governor shall have been finally acted on by both Houses; nor shall such further appropriations be then made except by separate bills each for a single work or object, which bills may add to items included in the Governor's budget; but, shall be subject to the Governor's approval as provided in section 9 of Article 4. Nothing herein contained shall be construed to prevent the Governor from recommending that one or more of his proposed bills be passed in advance of the others to supply the immediate needs of government.

Section 2. This proposition shall be submitted to the electors of this state at the election for Representatives to the Legislature in the year 1918. The amendment hereby proposed shall be known on the official ballot by the following title: "Amendment to the Constitution providing for a State Budget." And the votes for or against such amendment shall be taken as provided by law.

Section 3. This amendment, if adopted, shall be known as Section 9 of Article 2 of the Constitution of the State of Kansas.

Section 4. This resolution shall take effect and be in force from and after its publication in the statute book.

SENATE (OR HOUSE) CONCURRENT RESOLUTION No. 2.

For the Submission of a Proposition to Amend Sections 1 and 2, Article II, of the Constitution of the State Relating to Finance and Taxation.

Be It Enacted by the Legislature of the State of Kansas, Two-thirds of the Members Elected to Each House Thereof Concurring Therein:

Section 1. The following proposition to amend the Constitution of the State of Kansas is hereby submitted to the qualified electors of the State of Kansas for their approval or rejection:

The Constitution of the State of Kansas is hereby amended so that Sections 1 and 2, Article 11 of the Constitution shall read as follows, to wit:

All property within the state not assessed and taxed without the state, and all property without the state owned by residents of this state not assessed and taxed without the state, shall be assessed at its full value and uniformly taxed subject to such deductions as may be provided by the Legislature, of indebtedness, the credits of which, written or unwritten, are assessed and taxed within the state; and such exemptions as may be provided by the Legislature of bonds, notes, mortgages, accounts, and other credits, written, or unwritten, the debits of which is not deducted from any assessment within the state; and the exemption of all property used exclusively for state, county, municipal, literary, educational, scientific, religious and charitable purposes, and personal property to the amount of two hundred dollars for each family. Taxes may also be imposed on franchises, privileges, occupations, gross and net incomes, services rendered, and production, which taxes may be graduated and progressive and reasonable exemptions provided.

Section 2. This proposition shall be submitted to the electors of the State of Kansas at the general election of Representatives in the year 1918, for their approval or rejection. The amendment hereby proposed shall be designated on the official ballot by the following title: "Amendment to the Constitution relating to finance and taxation," and shall be voted for or against, as provided by law, under such title.

Section 3. This resolution shall take effect and be in force from and after its publication in the statute book.

KELLEY PTG. CO., TOPEKA

MSH #22741

END OF
TITLE